

Evaluation of the Youth Development Programme at Swartland Municipality

by

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**Thesis presented in partial fulfillment of the requirements for the degree of
Master of Public Administration at Stellenbosch University**



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December 2010

Declaration

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Abstract

Swartland Municipality is situated in the West Coast of the Western Cape Province as one of the thirty municipalities in the province. Swartland Municipality, like other municipalities, is faced with socio-economic challenges such as crime, unemployment and low levels of education. although the unemployment rate is not so high when compared with some of the municipalities in the province, Swartland amongst other challenges is faced with the problem of access to tertiary education. As a result the agricultural sector dominates as the main economic activity.

As part of the effort to address some of its socio-economic challenges, Swartland Municipality's Youth Development programme was established in partnership with Umsobomvu Youth Fund and named Youth Advisory Centre (YAC). It was established mainly to uplift the living conditions of youth in Swartland by assisting them with career guidance advice, CV writing, and to start own businesses. To achieve this two officials were employed, one as Career Guidance Advisor, and the other one as an Outreach Officer. These two officials had the same duties but the Outreach Officer was appointed mainly to bring services to Swartland areas which are far from where the Youth Advisory Centre is located.

However, to ensure that the programme achieves its goals, programme evaluation has to be carried out. Programme evaluation assists in determining the programme's shortcomings and the areas that need improvement. In this study programme evaluation has been carried out to determine if what is planned gets implemented, and the extent to which programme plans are achieved. In doing so, the researcher used the YAC's plans, reports, Swartland Municipality annual reports and held semi-structured interviews with two senior officials of Swartland Municipality who are involved in the YAC and with the two appointed YAC officials mentioned above.

These data collection instruments provided the researcher with the information on what the YAC planned and what it achieved from July 2006 to April 2009. The researcher analysed this data and found that not all YAC plans and reports were available and some contradictions existed in targets between YAC plans, the Memorandum of Agreement (MOA) between Swartland Municipality and Umsobomvu, and Swartland Municipality's Annual reports. Despite these findings, it was found that the YAC plans correspond with the YAC results reported; therefore the YAC has been implementing its plans. Although the YAC did not meet all of its targets, the difference between the planned outputs and achieve outputs was not big.

On the basis of these findings, the researcher recommended that there should be an integrated planning process to set up YAC's performance standards and the YAC has to improve its performance in most of its key outputs, especially in supporting the youth in business development and opportunities.

Opsomming

Swartland Munisipaliteit is aan die Weskus van die Wes-Kaap Provinsie as een van die dertig munisipaliteite in die provinsie. Soos ander munisipaliteite, staar Swartland Munisipaliteit sosio-ekonomiese uitdagings soos misdaad, werkloosheid en lae vlakke van opvoeding in die gesig. Swartland staar, onder andere, die uitdaging van toegang tot tersiêre opvoeding in die gesig, alhoewel die werkloosheidsyfer nie so hoog is as dit met dié van ander munisipaliteite in die provinsie vergelyk word nie. Gebrek aan toegang tot tersiêre opvoeding veroorsaak dat die landbousektor oorheers as die hoof ekonomiese aktiwiteit wat die meeste van die mense in die Swartland gebied in diens neem.

Swartland munisipaliteit se Jeugontwikkelingsprogram is in samewerking met die Umsobomvu Jeugfonds as deel van die inisiatief om van die sosio-ekonomiese uitdagings aan te spreek gestig en die Jeug Raadgewende Sentrum (JRS) het tot stand gekom. Dit is hoofsaaklike gestig om die lewensomstandighede van die jeug in Swartland te verbeter deur hulle by te staan met loopbaanvoorligting, die skryf van CV's en om hul eie besighede op die been te bring. Twee beamptes is aangestel om hierdie doelwit te bereik, een as Loopbaan Voorligting Raadgewer en die ander as Uitreikbeampte. Hierdie twee beamptes het dieselfde pligte, maar die uitreikbeampte is hoofsaaklik aangestel om dienste wat ver vanaf die Jeug Raadgewende Sentrum geleë is, nader aan die Swartland areas te bring.

'n Evaluasie moet uitgevoer word om te verseker dat die program sy doelwitte bereik. Programevaluering het ten doel om die program se tekortkominge en die areas vir verbetering te bepaal. Programevaluasie is in hierdie studie uitgevoer om te bepaal of dit wat beplan is, geïmplementeer word, en in watter mate die program planne verwesenlik word. Die navorser het gebruik gemaak van JRS planne, verslae en Swartland Munisipaliteit se jaarverslae. Semi-gestruktureerde onderhoude is met twee senior beamptes van die Swartland Munisipaliteit wat by die JRS betrokke is, en die bogenoemde aangestelde JRS beamptes gevoer.

Hierdie data insameling instrumente het aan die navorser die inligting gegee oor wat die JRS beplan en wat dit vanaf July 2006 Tot April 2009 vermag het. Die navorser het hierdie data ontleed en gevind dat nie alle JRS planne en verslae beskikbaar was nie. Daar was ook teenstrydighede in doelwitte tussen JRS planne, die Oorenkoms Memorandum tussen Swartland Munisipaliteit en Umsobomvu en Swartland Munisipaliteit se Jaarverslae. Ten spyte van hierdie bevindings is daar bevind dat die

JRS planne met die JRS resultate soos gerapporteer in die verslae ooreenstem, dus het die JRS hul planne geïmplementeer. Die JRS het egter nie al die doelwitte bereik nie, maar die verskil tussne die beplande en werklike uitsette was nie groot nie.

In die lig van hierdie bevindings stel die navorser voor dat daar geïntegreerde beplanning moet wees om die JRS se prestasie standarde op te trek, en die JRS moet hul prestasie in die meeste van die sleutel uitsette verbeter, veral in die ondersteuning van die jeug in besigheidsontwikkeling en geleenthede.

Acknowledgements

Yes indeed, it is an effort to achieve a milestone like this hence it is vital to firstly thank God in giving me the opportunity and strength to effectively utilize the chances he made available to me. Having said that, I would like to thank the whole Sogwagwa family; o Diya, Bhejula and Qhwesha as they all have played important roles in my life in different ways. In particular I would like to thank my late father Vulumzi Emmert Sogwagwa, my late grandfather Zolile Sogwagwa my mother Noncedo Mavis Sogwagwa, my lovely wife Onesimo Sogwagwa, and four sisters Sikelelwa, Akhona, Azipheli, Yamkela Sogwagwa and my only brother Abulela Sogwagwa for believing in me and their support in all times.

Secondly, I would like to voice my thanks to the Swartland Municipality officials and the YAC officials who permitted and supported me during the time of compiling this research. In addition, my words of appreciation go to the Ilingeletu community who groomed me to have strength and courage to further develop my career. I believe the support they provided to me will also be provided to the Youth of Ilingeletu and will result in many more achievements like this.

Last but not least, to the Stellenbosch University family, thank you very much for giving me the golden opportunity to further develop my career. I would like to make particular mention of my supervisor on this thesis Prof Johan Burger, you have been like a parent to me, who always has time to listen and provide constructive suggestions. Thank you very much for your support, I wish the University of Stellenbosch (School of Public Management and Planning) will continue with the good work and produce more and more competitive graduates.

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Chapter 1: Research Proposal

1.1 Introduction

This study focuses on an evaluation of the Youth Development Programme of Swartland Municipality. The purpose of this study is to evaluate if the planned outputs of the programme are implemented and achieved as planned. This chapter is dedicated to providing the background of the study; the rationale which elaborates on the area where the study has been carried out; the key research problems and methodology that was used as well as a general overview of what evaluation is.

1.2 Background of the study

The youth of South Africa is facing unemployment as one of their major challenges as indicated by a youth unemployment rate of 40,9 percent on average, and the problem of lack of jobs is more intense in non-urban areas where the unemployment rate is 51,31 percent compared to 35,7 percent in urban areas (Statistics South Africa cited on The Youth of South Africa '96, 2001: 3&53).

The skills shortage is one of the contributing factors to unemployment and varies according to race and gender. For example Statistics South Africa states, "on average white youth form the largest percentage of youth with post matric qualifications, followed by Indian and Coloured youth. Among African youth, the proportion of youth with post matric qualifications remains comparatively small throughout "(Statistics South Africa cited on The Youth of South Africa '96, 2001:23).

In addition to the above, the Community Agency for Social Enquiry (2002:1) states, "according to the Youth 2000 survey, 52 percent of economically active South African youth are unemployed". Because of the significant differences in unemployment according to race, gender, geographic location and education levels, African youth are identified in the survey as the most unemployed. To address the significant differences in unemployment amongst different race groups the South African government formulated a policy called Affirmative Action. Affirmative action is to ensure that qualified people from previously disadvantaged groups such as Blacks,

Youth, Women and People with Disabilities have access to equal job opportunities. To ensure implementation of the Affirmative Action policy, government passed an Employment Equity Act (Act 55 of 1998) which is “to promote equal opportunity and fair treatment in employment through the elimination of unfair discrimination; and to redress the disadvantages in employment experienced by designated groups, to ensure their equitable representation in all occupational categories and levels in the workforce”.

In addition to the Affirmative Action policy, the South African government also passed a Skills Development Act (Act 97 of 1998) which aims “to develop the skills of the South African workforce; to increase the levels of investment in education and training in the labour market and to improve the return on that investment; to encourage employers to use the workplace as an active learning environment; to encourage workers to participate in learnership and other training programs; to improve the employment prospects of persons previously disadvantaged by unfair discrimination and to redress those disadvantaged through training and education”.

The above mentioned legislations are accompanied by different government strategies such as the Women Empowerment Plan, the National Youth Development Policy Framework and the Broad Based Business Empowerment strategy to assist in reducing unemployment and the significant difference in unemployment according to race and gender. The implementation of these government strategies have to be evaluated to identify areas for improvement as the lack of knowledge and awareness of existing employment and funding opportunities amongst youth contribute to both skills shortage and the high rate of unemployment. In support of this, the Youth 2000 survey states that “73 percent of young people in South Africa are not aware of any employment or funding opportunities. Only 5 percent of young people have used related services provided by government. A staggering high 76 percent of youth do not know about such services provided by the community in general (including NGOs and CBOs), and only 3 percent have used such services”.

Swartland Municipality faces the same problems as indicated above, as the Integrated Development Plan (2005 -2010) states that 30 percent of the population has primary or no schooling and there is a significant difference between the income earned by white people as compared to black people. Access to secondary school and tertiary education is one of the problems facing people in the Swartland area. Swartland Municipality's database indicates that a low number of local youth have

access to tertiary education caused by lack of financial assistance as well as limited access to information such as bursaries, scholarships, and learnerships.

Youth development programmes meant to assist young people to start up their businesses and to have access to job opportunities also experiences this challenge. The challenge is the accessibility of these programs to young people. This could be because these services are centralized or the language, which is used to offer the services, may not be user-friendly and/or the processes to attain the information may be complicated. The records of achievements by these programs could have an impact on attracting youth, for example young people from a community who have a successful business because of the assistance of these programs would encourage more youth.

The above background highlights the challenges which are faced by the youth in Swartland Municipality as a microcosm of the larger South African society. Swartland Municipality, as indicated in the introduction is the area where this study has been conducted.

1.3 Rationale

It is imperative to discuss in brief the demographics of Swartland in order to provide the context of where the programme is located. Swartland Municipality as a local municipality in South Africa, is expected to carry out the duties as enshrined in the South African Constitution pertaining to the sphere of local government. Swartland Municipality is situated in the West Coast District of the Western Cape Province, which is one of the nine provinces in South Africa. The largest towns in Swartland are Malmesbury, Morreesburg, Darling, Riebeeck West, Riebeeck Kasteel and Yzerfontein. Malmesbury is the administrative centre of the Municipality, which has different economic activities such as agriculture; industrial sector; infrastructure; and with a small portion of the tourism sector. These economic activities are the results of the Local Economic Development Plan of Swartland Municipality (May 2007:9) which notes that “Swartland is the fastest growing municipality in the West Coast district with annual average of 3.6 percent between 1995 and 2005”. Adding to the growing economy of Swartland Municipality, the Municipality won the 2007 cleanest town national award and has been identified as one of the best performing municipalities in the Western Cape Province.

Swartland Municipality is institutionally organized in six departments, namely, (i) Corporate Services, which is responsible for the effective functioning of the municipality and to supply auxiliary services to municipal employees and the community; (ii) Financial Services, responsible for financial management of the municipality, which includes financial sources and assets, and processing of financial statistics; (iii) Civil Engineer services, mainly to provide and maintain the municipal infrastructure; (iv) Electrical Engineer Services, to supply and distribute electrical services within the municipal area; (v) Protection Services, for police and emergency services to the Community; and (vi) Department of Development, which consists of Housing, Environmental Health, and a Community Development Division. The main purpose of the latter department is to provide social development services, and regulate housing services in the municipal area. For the purpose of the study the community development division will be discussed in detail in order to provide an understanding of the division which the youth development program falls under.

The Community Development Division in Swartland Municipality consists of five subdivisions, namely Sports Development; Agriculture Development; Local Youth Development; Multi-Purpose Community Centre; and Early Childhood and Soup Kitchens subdivisions. The role of Sport Development is to organize resources for sport facilities and to regulate the governance of different sport codes in Swartland. Agriculture Development assists in the development of small farmers and land redistribution in Swartland, while the Multi-Purpose Community Centre brings different government services closer to the community in an integrated manner. Early Childhood Development and the Soup Kitchen regulate child services and organise funds to offer soup to vulnerable groups. Lastly, the Youth Development Programme is responsible for the economic development of youth in Swartland which includes assisting the youth in accessing job and business opportunities.

Moreover, in providing a more detailed background about the Youth Development Programme, Swartland Municipality and Umsobomvu Youth Fund entered into a contract to develop youth from Swartland Municipal areas and focusing on the following objectives:

- disseminate information to young people on employment, self-employment, and education and training
- to link young people to entrepreneurship support services;
- provide basic career and business counseling and support to young people
- placement of young people into exit opportunities;

- to serve as an access or referral point to Umsobomvu Youth Fund Programs and services; and
- referral of young people to other specialized service providers and follow-up services.

To ensure implementation of these objectives, two officials were appointed where one occupied a position of Career Guidance Advisor and the other one that of Outreach Officer. The Career Guidance Advisor's job description was to carry out activities in line with the above objectives to serve the youth visiting the offices where the programme is located and the Outreach Officer is to provide the services to the youth from communities which are far from the office by visiting them.

In short, the programme to be evaluated is located in Swartland Municipality and mainly serves the youth of Swartland with the assistance of two staff members who work under the supervision of the Senior Community Development Officer in the Department of Development. The name of the programme is the Youth Advisory Centre (YAC).

1.4 Research Approach

The Research approach covers the research problem statement; focus and design methodology.

1.4.1 Research Problem Statement

The youth development programme can be used as a tool to address the challenges facing youth. However, proper planning and monitoring systems should be utilised to ensure effective implementation of a programme. Supporting that, Michele (2009:5) states, "the purpose of planning is to ensure that a programme has the best possible likelihood of being successful, defined in terms of being effective with the least possible resources". Therefore proper planning amongst other things ensures clear programme deliverables while evaluation will assist the programme stakeholders to identify areas of improvement. The "purpose of evaluation can be to measure the effects of a programme against the goals set for it, in order to contribute to subsequent decision making about the programme. Alternatively, evaluation can be defined as the use of social research methods to systematically investigate the effectiveness of social intervention programmes in ways that are adapted to their

political and organisational environments and are designed to inform social action to improve social conditions” (Michele, 2009:9).

Emphasizing the importance of monitoring and evaluation (M&E), Policy Framework for Government-wide Monitoring and Evaluation System (2007: 7) states, “M&E processes can assist the public sector in evaluating its performance and identifying the factors which contribute to its service delivery outcomes. M&E is uniquely oriented towards providing its users with the ability to draw causal connections between the choice of policy priorities, the resourcing of those policy objectives, the programmes designed to implement them, the services actually delivered and their ultimate impact on communities. M&E helps to provide an evidence base for public resource allocation decisions and helps identify how challenges should be addressed and successes replicated”. This means if the youth development programme is not monitored and evaluated, its stakeholders will not be able to identify areas of improvement and resources used.

The youth development programme in Swartland Municipality is monitored through monthly and quarterly planning and reporting; however the programme has never been evaluated. This resulted to some uncertainties on the programmes’ progress status as some stakeholders argue that although the programme is making certain achievements, it is not clear if it achieves its purpose. Given the broad spectrum of evaluation, this research study will specifically focus on identifying if the Swartland Youth Development Programme achieves its planned outputs. This will partly provide progress status of this programme as it will answer a question of whether it achieves its mandated outputs. Outputs are the final products, goods and services produced for delivery (Policy Framework for Government-wide Monitoring and Evaluation System (2007: 8).

1.4.2 Research Focus

This study therefore focuses on the implementation of the Local Youth Development Program within the Swartland Municipal area to determine if the programme served the people it was aimed at. The research purpose is broken down into the following research objectives which the study planned to achieve:

- Determine the planned outputs for the Youth Advisory Centre in Swartland Municipality

- Determine the achieved outputs of the Youth Advisory Centre in Swartland Municipality
- Provide analysis on whether the outputs are achieved according to plans.

1.4.3 Research Design and Methodology

To achieve the above objectives, the researcher has to stipulate the manner in which the research will be conducted. To give more detail, Mouton (2001:49) states; “this section in the proposal addresses a key question: What type of study will be undertaken in order to provide acceptable answers to the research problem or questions?” Because of the above research objectives, an answer to the questions provided by Mouton will be the research design to be carried out in the evaluation design.

Once the research design to be used has been identified, an explanation on what methods and instruments will be used to gather information for a research study has to be discussed. Therefore, in determining the planned outputs for the youth development programme, the researcher will consult and analyse documents such as the Memorandum of Agreement (MoA) between Swartland Municipality and Umsobomvu Youth Fund; the Strategic Plan for the Department of Development and the YAC monthly, quarterly and annual plans.

In order to determine actual achieved outputs of the programme, Swartland Municipality Annual Reports; YAC monthly, quarterly, and annual reports will be analysed. In addition, semi-structured interviews will be conducted with the YAC staff members; the Senior Community Development Officer and the Director for the Department of Development; the Integrated Development Plan (IDP) Manager and the Municipal Manager. A last semi structured interview will be held with the youth focus group to get more data on the quality of the service provided by the YAC. The use of these instruments to collect data also enabled the researcher to make analyses of whether the YAC has achieved the planned outcomes or not.

1.5 Evaluation

The above methodology implies a programme evaluation which Kusek et al (2004:12) describes as the systematic and objective assessment of an ongoing or completed project, program, or policy including its design, implementation, and results. The aim

is to determine the relevance and fulfillment of objectives, development efficiency, effectiveness, impact, and sustainability. An evaluation should provide information that is credible and useful, enabling the incorporation of lessons learnt into the decision making process of both recipients and donors". While Rossi et al (2004:2) state, "to evaluate means to ascertain the worth of or to fix a value on some object".

1.6 Chapter Outline

In order to provide the general presentation of this study, a logical flow of chapters is explained below:

Chapter 1: serves as an introduction

Chapter 2: Literature review

Chapter 3: Research methodology and Data Collection

Chapter 4: Research findings

Chapter 5: Data analysis and Recommendations.

1.7 Conclusion

This chapter has provided an overview of what this study is going to be about by discussing the background and the rational which stipulates why there is a need for the programme, while the research focus provided the answer to why there is a need for this study as well as the manner in which the research will be conducted. Lastly, this chapter has further provided a brief definition of evaluation.

Chapter 2: Literature Review

2.1 Introduction

This chapter provides a literature review on Youth Development and Programme Evaluation. In order to accomplish that, this chapter provides a description of different connotations linked to, and the background of youth development in South Africa.

The link between the youth and development will be discussed through the description of what a youth development program is. The legal framework of youth development in South will also be discussed by noting and discussing the relevant national legislation, national youth development policy, and local government legislations. In addition, an overview of evaluation will be discussed. The evaluation overview provides that evaluation is a process and therefore requires planning. This chapter therefore explores evaluation planning by discussing models of evaluation, types of evaluation and types of program evaluation that will be used in this research study.

After an evaluation process has been carried out, findings should be made available to the relevant stakeholders. Thus, the last part of this chapter will focus on the different strategies, types of reporting program evaluation findings, and the appearance of formal written report.

2.2 Youth Development

The National Youth Development Policy (1997) defines youth as young people between the age of 14 to 35. The National Youth Development Policy Framework (2002- 2007) further state, the term “youth” has a range of different meanings and connotations within the South African historical, social, cultural and political context. Since the youth uprising of 1976 and the concurrent mobilisation of young women and men against apartheid policies and racial oppression, the term “youth” has represented a potent and important element of the political struggle. It has also been used for a segment of the population seen as violent, unruly, undisciplined, and or underdeveloped.

Adding to that Soudien (2007:4) states, “definitions, discussions and dates continue to associate young people with mischief, promiscuity, thoughtlessness and chaos. Terms as the X generation (applied mainly to young white people) carry overtones of wrongness, danger, and alarm. The ‘lost generation’ (a reference to young black people of the struggle period in South Africa) project an image of people with no moral, social, and economic coordinates. Their danger lies in their indifference and even hostility to adult authority”.

Providing a background to the term ‘lost generation’ Jeremy Seekings (1996:108) states, “The first references to the ‘lost generation’ occur in articles written by foreign journalists in early 1990. In April 1990 soon after the unbanning of the ANC and the release of Nelson Mandela, and the eve of the first inter-party negotiations, the London Times’ Gavin Bell linked violence inside South Africa to ‘a lost generation of youths, whose crude political views were forged by political strife in the mid 1980s”.

This term ‘lost generation’ started to fade when different researchers reported different findings to the scenario of ‘lost generation’ widely spread by the media. One of those research studies is “the research conducted by Schelmer in 1991 which concluded that typical young people in the townships are not over politicised or hyper-radicalised, deviant, amoral or anti-social. But the youth have huge disadvantages in terms of psychological, social and physical access to the economic systems, and they are certainly not as alienated in terms of their own commitments as most stereotypes would suggest This research was further supported by CASE (1993:7-8) and Moller (1991) who proved that a high proportion of young people participate in religious sporting, and other organised activities. Furthermore, the survey indicated that the attitudes of the young people suggests low levels of alienation as the youth described themselves as ‘ambitious’, ‘happy’, ‘caring’, ‘confident’, and ‘honest’ (Jeremy Seekings 1996).

Concluding the argument around the term ‘lost generation’ Jeremy Seekings (1996:122) states, “Indeed young people were and are marginalised in a variety of different respects, the CASE survey suggested that as many as two and a half million of young people can be considered ‘marginalised’. But these cannot be combined into the undifferentiated package of a youth problem, involving a ‘lost generation’ that is a supposed ‘problem’ because of the threat it is seen as posing to the key institution and values of society. Unemployment poor education, crime and gangsterism, unwanted pregnancies, and so on are largely separate issues that affect many young people and many older people too. These issues are no less

important because of their diversity than if they were facets of some threatening 'lost generation'. This highlights the importance of challenges which are facing youth rather than the 'lost generation'. It therefore requires a shift of policies and strategies from 'lost generation' to youth challenges such as unemployment, poor education and crime.

These youth challenges became worse in the late 1990s as shown in the Phatlalatsa newsletter (2001) which compares data from two youth baseline surveys, namely 1993 and 2000 surveys, and discovered that "youth continue to face greater obstacles than their older counterparts." Elaborating on that, the Phatlalatsa newsletter reported in its comparison that the rate of youth unemployment was at 52 percent in 1993 while it had risen to 62 percent in 2000. Whereas 57 percent of African youth available for work were unemployed in 1993, 70 percent were unemployed in 2000, supported with the increase in percentage of respondents with post school qualification from 5 percent in 1993 to 6 percent in 2000. The increase in unemployment and unrealistic post apartheid expectations are part of the reasons for the vast increase in the percentage of respondents regarding micro-enterprise as their preferred means of employment from 9 percent in 1993 to 78 percent in 2000.

Looking at social issues such as gender; sport; religion; and health, the Phatlalatsa newsletter (2001) recorded that in 1993, 32 percent of young women had planned their first child while the percentage dropped by two percent in 2000. This is supported by the enormous increase in the number of young mothers who fell pregnant while at school from 43 percent in 1993 to 54 percent in 2000. This goes together with the increase in awareness and infection of HIV/AIDS as surveys indicate that in 1993, 3 percent of respondents had never heard of HIV/AIDS and 73 percent believed themselves not to be at risk of infection. But in 2000, a survey revealed that of 18 percent of respondents knew someone with HIV, and 28 percent knew someone who had died of AIDS, while a quarter of South Africans are estimated to be HIV positive, notably young African women who are most likely to be infected with the virus.

Therefore the youth in South Africa face challenges such as unemployment, crime, drug abuse and HIV/AIDS. These levels of youth challenges vary from area to area, for example unemployment is higher in rural areas than in urban areas, while crime is higher in urban areas than in rural areas. The variances in levels of youth challenges can be associated with factors such as overcrowding; access to basic services; and poor infrastructure.

In order to address the youth challenges, youth development programs had to be established. Walker and Durnham (2002) defines Youth Development as “the ongoing growth process in which all youth are engaged in attempting (1) to meet their basic personal and social needs to be safe, feel cared for, be valued, be useful and be spiritually grounded, and (2) to build skills and competencies that allow them to function and contribute in their daily lives”. Youth development involves the following two practices:

Support: Motivational, emotional, and strategic support to succeed in life. The support is most powerful when offered by different people such as parents; close relatives; community social networks; teachers; health providers and peers who are involved in the lives of youth.

Opportunities: for young people to learn, explore and earn. Quality services in areas such as education, health, employment and juvenile justice which exhibit (1) relevant instruction and information; (2) challenging opportunities to express oneself; (3) supportive adults and peers who provide respect, high standards and expectations, guidance and affirmation to young people.

Supporting the above definition, youth development connotes a focus on supporting or promoting, during the second decade of life, the positive developmental processes that are known or assumed to advance health and well being. Youth Development is sometimes characterised as “the other side of the coin,” that is, complementary to a risk-reduction or deficit-reduction paradigm that accents naming and reducing obstacles to positive human development” (Benson and Pittman, 2001). Elaborating on the term youth development, Lerner and Wentlieb (2003:218) states, “the term youth development, having become somewhat of a buzzword, has increasingly been attached to a range of programs. Programs incorporating the youth development philosophy, at least to some degree, come in all shapes and sizes, from small single-focus programs such as sports teams and youth newspapers to affiliates of national youth-serving organizations such as Big Brothers, Big Sisters, and Boys and Girls Clubs”.

Youth development is implemented through youth development programs, Lerner and Wentlieb al (2003:218) highlights that “youth development programs help participants to develop competencies that will enable them to grow, develop their skills, and become healthy, responsible, and caring youth and adults”. Youth development programs originate when circumstances prevent both economically affluent and disadvantaged families, schools, and communities from providing their

youth with the fundamental resources and can provide developmentally rich context in which relationships form, opportunities for growth in multiple areas proliferate, and development occurs. In addition these programs contain three elements, which are (a) program goals, (b) program atmosphere, and (c) program activities.

(a) “*Program goal*: promote positive development, even when seeking to prevent problems behaviours. (b) *Program atmosphere*: leaders and staff of the youth development program create and nourish an atmosphere of hope. The positive youth-centred atmosphere conveys the adults’ belief in youth as resources to be developed rather than as problems to be managed. This guiding principle allows youth development programs to create not just a space but also a place for youth. (c) *Program activities provide*: formal and informal opportunities for youth to nurture their interests and talents, practices new skills, and gain a sense of personal or group recognition. Program activities also broaden adolescents’ exposure to a new world. Activities can have either direct (e.g. homework sessions, tutoring) or indirect (e.g. encourage youth to stay in school and try harder) links to education, but they present information and learning opportunities in a way that is different from school. The activities at many youth development programs offer leadership development opportunities, academic supports, and health education information” (Lerner et al, 2003:218).

Although the above-mentioned three elements of youth development programs play a vital role in the development of youth, their roles vary. Lerner and Wentlieb (2003:218) state, “it appears that the atmosphere, rather than the opportunities provided by program activities differentiates successful youth development programs from other programs for youth”. In order for these youth development programs to be carried smooth without clashing with the law of the country, legislation that promotes youth development has to be considered.

2.3 Policy and Legislative Framework of Youth Development in South Africa

The legislation that guides and or promotes youth development in South Africa is divided into two sections, namely, the National Legislation which provides an overall guide to youth development in South Africa, and the legislation which is specifically meant to regulate youth development at the local level.

2.3.1 National Youth Development Legislation and Policy

The youth is part of the general population of South Africa. Chapter two of the Constitution of the Republic of South Africa (RSA, Act 108 of 1996) provides a foundation for Youth Development in South Africa by providing the Bill of Rights. The Bill of Rights highlights that everyone is equal before the law and has a right to human dignity; freedom and security of the person; life; privacy; movement; fair labour practice; housing; healthcare; education; access information; language and culture. In ensuring that youth exercise their rights and government provides services specifically to youth as enshrined in the Bill of Rights, the South African Youth Commission was established in 1996 with the following objectives:

- (a) To advance youth development as central transformation and addressing poverty and under development;
- (b) In developing principles and guidelines and make recommendations to the Government regarding such principles and guidelines, for the implementation of an integrated national youth policy;
- (c) Coordinating, directing and monitoring the implementation of such principles and guidelines as matter of priority;
- (d) Promoting a uniformity of approach by all organs of state, including provincial governments, to matters relating to or involving the youth;
- (e) Maintaining close liaison with institutions, bodies or authorities similar to the Commission in order to foster common policies and practices and to promote cooperation; and
- (f) Coordinating the activities of the various provincial government institutions involved in youth matters and to link those activities to an integrated national youth policy; and developing recommendation relating to any other matters which may affect the youth.

A National Youth Commission Amendment Act (RSA, Act 19 of 2000) was passed to streamline the activities, co-operation and coordination between the National Youth Commission and Provincial Youth Commissions. The establishment of the Youth Commission was a result of the National Youth Policy that was approved in 1997.

The National Youth Development Policy (RSA, 1997) emphasises that, "Youth Development is an integral part of addressing the challenges of post Apartheid South Africa. Youth development is part of building a non-sexist, non-racist, democratic South Africa and it should be approached in a similar manner and with similar vigour as other crucial areas in need of transformation, viz disability, gender and economic participation. This should be done in line with Government's broad approach to address poverty and underdevelopment through comprehensive, integrated, cross-

sectoral and sustainable policies and programs. Youth development in SA should be addressed in an environment where all stakeholders, including young people themselves, work towards common goals. The implementation of youth development programs is the responsibility of all the institutions of government”.

Furthermore, the objectives of the National Youth Development Policy is (1) “to instil in all young women and men an awareness of, respect for and active commitment to the principles and values enshrined in the Bill of Rights and as well as a sense of national identity. (2) Enable young men and women to initiate actions that promote their own development and that of their communities and broader society. (3) Develop an effective, co-ordinated and holistic response to the issues facing young women and men. (4) Create enabling and supportive environments and communities for young women and men, presenting them with positive role model and ensuring not only organisational capacity but also personal/ individual development”.

The objectives of this policy will be achieved by (1) “locating youth development in a holistic strategy that encompasses political, economic, and social dimensions; (2) building an integrated and sustainable approach to youth development and youth development initiatives based on multi-sectoral interventions and creating enabling environments; (3) identify priority areas and sectors of possible intervention in terms of the existing cluster system used in government; and (4) clarify roles and responsibilities of the stakeholders in youth development”. The objectives mentioned above seek to address youth challenges in the following six sectors, education and training; health; economic participation; welfare and community development; sport and recreation; and safety, security and justice.

2.3.1.1 Education and Training

The National Youth Development Policy (RSA, 1997) highlights that the main areas of attention for youth development in the education and training sector are: access to education and training institutions and programmes so that the principles of equal access are ensured. Especially through the design and administration of admission criteria; issues associated with student debt and the need for a new means of financing studies; and redressing the imbalances and inequities of the past, including the need to address institutional and procedural racism.

Providing background to the above mentioned areas of attention, the Centre for Education Policy Development in the article *Education for the Poor* (1998) states,

“the apartheid state developed adequate schooling infrastructure for Black people in the 1960s and 1970s. But the notorious Bantu Education System ensured that the Black schooling system would create an underclass of labourer (Sangonet, 2008)”. In support of that Turok (1994:13) state, education provision for blacks is often very poor, for instance, there are high schools in Soweto which do not even have electricity and the entire township does not have a single bookshop.

As a result, “the top 15-20 percent of schools that are performing well and delivering a quality standard of education are those that are located in historically white communities. This is made worse by the fact that little progress is made towards bringing people out of poverty as children still go to school hungry and barefoot. Moreover the impact of HIV/AIDS has resulted in an increase in child headed households, especially in rural areas (Sangonet, 2008)”.

To address these challenges, the National Youth Development Policy (RSA, 1997) suggests the following strategies to be implemented:

- (a) Civil Rights Education: which emphasises that provincial departments of education should take actions to ensure civic or constitutional education is a part of the new curriculum for General and Further Education. This type of education must be linked to the National Qualifications Framework where appropriate.
- (b) Expansion of Youth and Community colleges for out of school young people: Programmes and services provided by youth and community colleges shall be expanded and shall develop specific initiatives which address the needs of out of school young women and men, and not only those who failed matric. These shall include pre-employment training, vocational training, and skills development. It shall also include remedial courses, which will help young people who are out of school to catch up and return to school.
- (c) National Youth Service: which combines the following four themes, namely, development; skills training; national unity; and service. *Development* refers to where the skills and capacities of young women and men can be employed on projects and activities, which promote development in South Africa. *Skills’ training* refers to an opportunity for young people to gain new experiences and develop new skills which will benefit them later in life. *National unity*- where young women and men from all walks of life are given the opportunity to work together with a spirit of reconciliation and national unity. *Service*- where young

people and the country as whole benefit through volunteering their services for the benefit of the broader community.

- (d) Professionalizing youth work: education and training of people who work with young women and men shall be improved through the creation of an accredited and specialised youth work-training programme. This programme should be offered on a part-time or full time basis and should include education and training for students in rural and remote areas (e.g. through distance education).
- (e) Youth representation: because of the relationship between education and training and the enormous challenge contained within the transformation of this sector, it is essential that youth representation on the South African Qualification Authority (SAQA) is assured.

In ensuring effectiveness of these strategies, the South African Government set up a new policy framework for education in the new democratic South Africa. The new policy framework emphasized increasing access and retention of black students, achieving equity in public funding, eliminating illegal discrimination, creating democratic governance, rehabilitating schools and raising the quality of performance. Policies such as the White Paper on Education and Training in a Democratic South Africa (RSA, 1995); Reconstruction and Development Programme (RDP) (1994); and Education White Paper 3: A programme for the Transformation of the Higher Education System (RSA, 1997) were developed. These policies led to the establishment of the following legislation: National Education Policy Act (RSA, Act 27 of 1996); South African Schools Act (RSA, Act 84 of 1996); the Further Education and Training Act (RSA, Act 98 of 1998); the Higher Education Act (RSA, Act 101 of 1997); Employment of Educators Act (RSA, Act 76 of 1998); the Adult Basic Education and Training Act (RSA, Act 52 of 2000), and White Paper 6: Inclusive Education (RSA, 2001).

The combination of these policies and legislation have resulted in positive results, for example the implementation of RDP had to ensure that every person in South Africa gets basic nutritional requirement each day and that they no longer live in fear of going hungry. Former President Nelson Mandela introduced the Primary School Nutrition Scheme guided by policies such as the White Paper on Education and Training, and the RDP. The nutrition scheme was specifically aimed at contributing to the improvement of Education quality by enhancing primary school pupils' learning

capacity, school attendance, and punctuality and to contribute to general health development by alleviating hunger.

Education White Paper 3 (RSA, 1997) identifies principles which include the establishment of a single co-ordinated higher education system, equity access and quality, democratisation, effectiveness, efficiency and development, and academic freedom and public accountability. As a result the Higher Education Institutions are governed under the Higher Education Act (RSA, Act 101 of 1997) and access to tertiary education improved as the Deputy Minister of Education Mr Enver Surty (2007) reported in a Seminar on Challenges facing the transformation of higher education (26/02/2007) that “in 1994 there were approximately 495 000 students registered in higher education compared to 734 000 in 2005. Similarly the equity profile of the higher education system has changed markedly during the same period. In 1994, approximately 55 percent of the student population in higher education was black, compared to 75 percent in 2005.”

Although policies address most of the education challenges caused by Apartheid system, this does not mean there are no education challenges in South Africa, as new challenges emanated from these policies. For example the National Nutritional Scheme was faced with problems of corruption; while there are tertiary institutions in which the majority of students are white as a result they are still regarded as white institutions. Furthermore the South African Government is working hard to improve school facilities and provide basic services in schools. Therefore a conclusion can be reached that a lot has been done to correct the imbalances in the education and training sector while there are old challenges remaining and new challenges emerging.

Kane-Berman (2007) provides a scenario of education in South Africa from 2005 to 2006 and notes that, “the proportion of adults with no education is 10.3 percent; proportion of people literate 88.5 percent; proportion of adults with degree or higher 3.6 percent; proportion of adults with diploma or certificate 7.3 percent; proportion of adults with grade 12 is 21.9 percent; learner to school ratio 468:1; learner to educator ratio 31.8:1; matric pass rate 67 percent and university entrance pass rate 16 percent”.

South Africa Year Book (RSA, 2007/08) further states that, “The matric pass rate in 2006 was 67 percent. Although this represented a slight decrease compared with 2005, the number of learners writing and passing senior certificate increased

substantially. Some 20 000 more candidates wrote the 2006 examination than in 2005. A total of 351 503 learners passed the senior certificate in 2006, amounting to 4 419 more than in 2005". Furthermore South Africa Year Book (RSA, 2007/08) highlights that, "by mid 2007, the South African public education system had 12, 3 million learners; 387 000 educators; 26 592 schools; 2 278 Abet centres; 50 public FET institutions; 4 800 Early childhood Development Centres; and 23 Higher Education institutions".

With all the significant changes brought about by the democratic government in the education sector, the remaining question is, does the education system supply the skills needed by the labour market? In determining that, the researcher will specifically look at youth economic participation because the focus of the study is youth development.

2.3.1.2 Youth Economic Participation

The National Youth Development Policy (RSA, 1997) states that, "the term economic participation is used in reference to strategies which can address the issues of young women and men's involvement in employment and enterprise". The Commonwealth Youth Programme Participation Toolkits (2005:7) highlight that "meaningful youth participation involves recognising and nurturing the strengths, interests and abilities of young people through provision of real opportunities for youth".

Furthermore, Census (2001) in providing statistics on youth economic participation in South Africa highlights that, youth constitute 41 per cent of the population and just over 70 percent of the unemployed. According to the 2006 Labour Force Survey, the strict unemployment rate for youth aged 15-24 was no less than 50.2 percent, almost double the general unemployment rate of 25.5 percent.

Reasons for unemployment rate for youth many and multifaceted, namely, (a) "jobless growth" which suggests that the economic growth rate failed to generate employment; (b) the rate of population growth, especially amongst the youth, which far exceed the number of jobs created by the economy; and (c) a mismatch between the supply and demand of labour which derives from the fact that the quality of education is not in line with the competitive nature of the current labour market resulting from the technological revolution and the transition to a knowledge base economy. This results in the fact that the problem is not only employment but also

about the employability of youth. The increasing number of unemployed graduates confirms this fact.

To address these challenges the National Youth Development Policy (1997) suggests a number of youth employment and enterprise strategies.

(a) **Youth Employment Strategies** consist of (i) School-Based Career Guidance; (ii) Youth Career Guidance Centres; (iii) National Youth Employment Strategy; and (iv) Youth Advocacy and Representation on Governing Agencies.

(i) School Based Career Guidance: enables youth to access information and receive guidance on existing job opportunities, and should be built into educational curriculum so that students are able to make career and study choices based on a clear understanding of labour market and emerging job opportunities.

(ii) Youth Career Guidance Centres: is for those young people who are not students and unemployed. These Centres should provide career information guidance and information services through collaborative efforts between education and training institutions as business and labour organisations. At the local level Career Guidance Centres should involve local governments, non- government and community based youth and development organisations.

(iii) National Youth Employment Strategy: to prepare young people for employment with skills such as life skills and vocational skills, and introduce experiential training such as on job training and work experience. This strategy encourages provision of structured learnerships, apprenticeship or traineeship opportunities to young people.

(iv) Youth Advocacy and Representation on Governing Agencies: the representation of youth on institutions which are responsible for the governance of employment and training programmes is vital to ensure the design and implementation of programmes, which benefit young people.

(b) **Youth Enterprise:** The National Youth Development policy (1997) emphasise that “opportunities for self employment as career options for young men and women should be promoted more widely and effectively. Self employment should be recognised as a legitimate and meaningful career option and not just as an option of last resort”. Adding to self-employment, a national youth enterprise development initiative should be established through the efforts of the Centre for Small Business Promotion in the Department of Trade and Industry. This youth enterprise development initiative will address the barriers facing young people to entry into small business such as lack of experience, and perceived lack of reliability.

However, having all the above strategies as suggested by the Youth Development Policy, Kane-Bernman (2007:22), highlights that, in 2006 the unemployment rate was 25.5 percent; proportion working age population economically active 57.3 percent; GGP growth rate 5.0 percent; and Gini co-efficient of 0.65. This signifies that although there has been a positive change in the South African economy, unemployment is still a challenge.

As a result, in line with the National Youth Development policy, the South African government has embarked on several large scale initiatives aimed at absorbing the labour capacity of the country through which young people have benefited. These initiatives include structured programmes integrating theoretical learning with workplace experience in the form of learnerships, namely, Expanded Public Works Programme (EPWP), National Youth Service, and Youth entrepreneurship programmes. In showing progress in these initiative, gross EPWP work opportunities cumulative amounts to 448 948, gross EPWP work opportunities as of April to June 2006 amounted to 13 574, and amount spent on EPWP as of April to June 2006 R191.6 million (Kane-Bernman,2007:22).

Another large scale initiative by the South African government is the introduction of the Accelerated and Shared Growth Initiative-South Africa (ASGISA) economic policy after the Growth, Employment and Redistribution (GEAR) policy. The ASGISA policy targeted to improve the annual growth rate that averages 4.5 percent or higher between 2005 and 2005, and annual growth rate of at least 6 percent of gross domestic product between 2010 and 2014. The second target of ASGISA is to ensure that the fruits of growth are shared in such a way that poverty comes as close as possible to being eliminated and that the severe inequalities that still plague the country are further reduced. Thirdly, to have an inclusive economy where products and services are diverse, more value is added to products and services, costs of production and distribution are reduced, labour is readily absorbed into sustainable employment, and new businesses proliferate and expand. In the fourth place, to strengthen the currency which makes it difficult for exporters outside the commodity sector or those who compete with imports to remain competitive and lastly, to bring into the mainstream economy South African households who are not yet able to benefit from the South African economy, (ASGISA, March 2006: 3-4).

The ASGISA policy admits few binding constraints which will impact in meeting the targets mentioned above, and some of which correspond with youth economic challenges narrated by the youth development policy. These challenges are, the

volatility and level of the currency; the cost, efficiency and capacity of the national logistics system; shortage of suitably skilled labour amplified by the impact of apartheid spatial patterns on the cost of labour; barriers to entry, limits to competition and limited new investment opportunities; regulatory environment and the burden on small and medium businesses; and deficiencies in state organisation, capacity and leadership.

In an effort to counter act the binding constraints ASGISA suggests the following listed interventions, (i) infrastructure investment; (ii) sector strategies; (iii) education and skills development; (iv) eliminating the second economy; (v) macro economic strategies; (vi) and governance and institutional interventions. Eliminating the Second Economy is an intervention which emphasises the following measures to promote youth development:

- set up 100 new youth advisory centres;
- enrol at least 10 000 young people in the National Youth Service;
- enrol 5 000 volunteers to act as mentors to vulnerable children;
- expand the reach of our business support system to young people;
- intensify the youth Co-operative Programme; and
- Closely monitor the impact of our programme on youth skills training and business empowerment as an integral part of our national effort (ASGISA, March 2006:12).

As an arm of ASGISA to respond to the identified shortage of skilled labour, the Joint Initiative for Priority Acquisition (JIPSA) was introduced in March 2006 by Deputy President Phumzile Mlambo-Ngcuka. JIPSA identified the following work areas based on the ASGISA priorities:

- “high level world-class engineering and planning skills for the network industries, and the transport, communications and energy sectors;
- city, urban and regional planning and engineering skills desperately needed by South African municipalities;
- management and planning skills in education, health, and municipalities;
- teacher training for Mathematics; Science; ICT; and language competence in public education;
- specific skills needed by priority ASGISA sectors starting with tourism and business process outsourcing (BPO) and cross cutting skills needed by all sectors, especially finance and project managers; and

- skills relevant to the local economic development needs of municipalities, especially developmental economists (South Africa Year Book, RSA, 2007:139)".

Although ASGISA intends to serve as a catalyst to accelerated shared growth and development, it is not yet that easy to identify the achievements it has made. This is supported by Standard Bank chief economist Goolam Balim when he states "it is still too early to try to evaluate the accelerated and shared growth initiative of South Africa". Adding to that, Christo Luus, ABSA chief economist states, "the benefits of ASGISA are likely to be experienced in five years. The economic growth rates we are experiencing now are a result of GEAR". Furthermore Dennis Dykes, Nedbank chief economist states, "ASGISA has been successful in identifying blockages faced by business. Skills shortages and infrastructure development have come to the fore because of the programme. I think it's a bit early to assess the progress that has been made but it's a welcome initiative which has highlighted issues impeding growth (Business Report: Article: Jury is out on ASGISA but backlogs persist: 13/02/2007)".

Given the economic situation in South Africa, the youth also face the health challenges which includes access to health services and diseases such HIV/AIDS. It is therefore necessary to discuss the health sector in South Africa.

2.3.1.3 Health

Similar to other sectors, the young people were in the health sector affected by the apartheid era as it is stated that during the apartheid era "hospitals were assigned to particular racial groups and most were concentrated in white areas. With different health departments, the system was characterised by fragmentation and duplication. There was no real attempt to deliver primary health care to the majority of people, and the health sector was largely focused around hospitals. Those living in rural areas had to travel long distances for medical care (RSA, 2008)".

Adding to that Swanepoel and De Beer (2006:7) note, "because of the mushrooming of urban settlements and the long distances between scattered villages in rural areas, the provision of healthcare facilities lags far behind". For instance curative facilities provided by hospitals and clinics are situated long distances from the poor. Inadequate transport facilities, such as ambulance services to health centres make matters worse for the people to benefit from the service.

Unemployment and other poverty related challenges limit the access of the poor to proper medical care, contributing to their physical weakness caused by prolonged illness and/or inadequate medical care (Swanepoel and De Beer, 2006:7).

In summarising the causes of health challenges, Swanepoel and De Beer (2006:7) highlight that, “the poor have limited access to information, services, labour organisations, opportunities and to opinion leaders and policy makers. Their powerlessness is exacerbated by physical weakness. Poor hygiene, malnutrition and under-nourishment, lack of education and life skills cause physical weakness: the consequences are among others poor school performance and inability to perform manual”.

Although Swanepoel and De Beer (2006) provided the background to health challenges in developing countries which South Africa is part of, most of the challenges still exist in South Africa and the causes of these challenges are mostly the same. For example education challenges mentioned above can result in poor health standards. De Haan and Dennhill (2005:5) add that, these challenges can be grouped into two factors, namely appropriate health service provision and environmental and psychological factors.

In effort to improve the situation in the health sector, the South Africa government after 1994, crafted transformation in the health sector by developing the Reconstruction Development Programme (RDP) which sets out broad principles and strategies for development in all key areas and sectors in order to effectively address the various problems facing the majority of the people in South Africa. In order to meet the RDP principles, the Department of Health headed by Dr C Dlamini Zuma Minister of Health drafted a White Paper for the Transformation of the Health System in South Africa.

This White Paper for the Transformation of the Health System in South Africa (RSA, 1997) set out the strategies which reflect the principles of RDP as stipulated below:

- a. The health sector must play its part in promoting equity by developing a single, unified health system.
- b. The health system will focus on districts as the major locus of implementation, and emphasise the Primary Health Care (PHC) approach.
- c. The three spheres of government, NGOs and the Private sector will unite in the promotion of common goals.

- d. The national, provincial and district levels will play distinct and complementary roles.
- e. An integrated package of essential PHC services will be available to the entire population at the first point of contact.

These strategies seek to (i) unify the fragmented health services at all levels into a comprehensive and integrated national health service; (ii) promote equity, accessibility and utilisation of health services; (iii) extend the availability and ensure the appropriateness of health services; (iv) develop health promotion activities; and (v) foster community participation across the health sector. The goals of this White Paper were laudably expressed in the Charter of the Public and Private Health Sectors (CPPHS). The CPPHS specified the four key areas of transformation, namely access to health services; equity in health services; quality of health services; and black economic empowerment (RSA, 2008).

Adding to the White Paper for the Transformation of the Health System in South Africa, new legislation such as the National Health Act (RSA, Act 61 of 2003; Nursing Act (RSA, Act 33 of 2005); and Mental Healthcare Act (RSA, Act 17 of 2002) were introduced. The National Health Act (RSA, Act 61 of 2003) provides a framework for a single health system in South Africa, as it provides the rights and responsibilities of health-providers and users, and ensures broader community participation in healthcare delivery from a health facility level up to national level.

While the Nursing Act (RSA, Act 33 of 2005) requires the introduction of mandatory community service for nurses and it also seeks to ensure that nursing education programmes are registered with the National Qualification Framework to enable nurses to gain recognised credits and retain them for future use. Lastly the Mental Health care Act (RSA, Act 33 of 2005) seeks to introduce a process to develop and redesign mental health services in line with the rights of mental health users as required by the Constitution of the Republic of South Africa.

Complimenting the new health legislation, the National Youth Development Policy intends to specifically address health challenges amongst young people such as youth suicide; alcohol and substance abuse; trauma; disability; teenage pregnancy, and HIV and AIDS through the National Youth Health Plan.

These legislation and policies jointly resulted in the implementation of health programmes such as the primary health care; community health; and social health

insurance programmes. Consequently, the Department of Health reported significant improvement in access as it is stated that since 1994, more than 700 clinics have been built or upgraded; 125 new mobile clinics introduced; and there are 3500 clinics in the public sector. Adding to this progress, 450 foreign doctors were employed from Cuba and newly graduating South African doctors and pharmacists were required to complete a year of compulsory community service in understaffed hospitals and clinics. This contributes to reducing long queues and improvement in the quality of health services. Furthermore, progress has been made to address some of the resource and personnel shortages facing the public sector through partnerships between the public and private sector. For example, some private hospitals are now offering beds and providing medical care to public sector patients, and also offer post graduate teaching facilities to university medical faculties in an effort to stop the flow of doctors out of the country.

Although there is some progress in the health sector, challenges such as ill treatment of patients by nurses; poor facilities in some hospitals; misuse of government resources by staff members and the flow of health workers such as doctors and nurses to other countries still exist. The youth is facing challenges of the health institutions that are not user-friendly for young people and HIV/AIDS treatment.

As a result NGOs such as Love Life are designed to create a platform for young people to discuss and receive treatment in an environment conducive for young people. These organisations run programs which allow youth to freely speak about all the issues affecting them, such as sexual abuse; peer pressure; crime; education; and employment.

Having discussed challenges facing the youth in education, economic participation, and the health sector, the youth as indicated above is often also associated with crime.

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2.3.1.4 Safety, Security and Justice

At the beginning of this chapter, crime has been mentioned as one of the challenges facing youth in South Africa and can be associated with inadequate and over crowded housing; high unemployment rates; dislocation of families; and drug and alcohol abuse. In the justice system the youth faces a challenge of lack of security facilities for young offenders. To add, "many emigrants from South Africa state that crime was a big factor in their decision to leave. Crime against commercial farmers

has continued to be a major problem in the country. South Africa has a bad record for car hijacking when compared to industrialised countries largely associated with the lower rate of car ownership. A recent new trend in South Africa, are thieves who enter restaurants and rob customers” (Wikipedia, 2008).

In ensuring that the crime situation is not getting worse, the South African Police Service (SAPS) is mandated by the Constitution of South Africa (RSA, Act 108 of 1996) amongst other legislation, which states, “the SAPS is responsible for preventing, combating, investigating crime; maintaining public order; protecting and securing South Africans and their property; upholding and enforcing the law”. As a result, the vision of the SAPS is “to create a safe and secure environment for all South Africans by combating organised crime; fighting serious and violent crime; reducing crime against women and children; improving on other SAPS priorities that affect basic service delivery (Strategic Plan for South African Police Service 2005-2010)”.

To meet the constitutional obligation and its objectives, the SAPS established the following programmes: (1) Community and Sector policing; (2) Performance management system; (3) Revised reservist system; (4) Reducing contact crime; (5) Reducing violence against women and children; (7) Improving policing capacity; and (8) restructuring. In providing a brief description of some of these operations, South Africa Year Book (2007:429-430) states that, crime prevention in South Africa is based on the principles of community policing, which involve partnerships between the community and the SAPS. Police officers are appointed as sector managers in community police forums (CPFs). CPFs are actively involved in crime prevention and awareness programmes, and allow SAPS to mobilise and involve communities in the fight against crime.

While the Revised Reservist System was introduced as an alternative system to the phased out commando system to prevent a security vacuum, it provides for four categories, namely Functional Policing; Support Services; Rural and Urban Sector Policing; and Specialised Functional Policing such as pilots; drivers; and social workers. The main objective of this system is to create a part-time professional police service.

Furthermore, Reducing Violence against Women and Children aims to improve the rate of detection and conviction of perpetrators; eliminate secondary victimisation; support victims and improve on the prevention of these crimes. This programme

contains sub programs such as the Victim Empowerment Programme (VEP); the Safer Schools Programme and Environmental Design Programme.

From the above mentioned SAPS programmes, the National Youth Development Policy (1997) specifically emphasises promoting community-based preventative measures to youth crime; and sensitising the police and justice system to the specific concerns of young women and men. It further suggests that this will be achieved through implementation of two strategies which are, (i) strengthen and expand SAPS Youth Desk; and (ii) Alternatives to incarceration.

The SAPS Youth Desk activities include: data collection on young people who come into contact with the police; the development of strategies which improve the way young men and women are dealt with by police; closer liaison with different sectors of society, including families and local communities; greater contribution to the development of strategies which improve the way young women and men are prevented from offending; and the training of police personnel on youth issues.

The second strategy focussing on alternatives to incarceration prescribe activities such as engagements with the Inter-Ministerial Committee on Young People at Risk and Non Governmental Organisations on the establishment and promotion of community service orders; community intervention programs; and occupational skills training and rehabilitation programs which will ensure that young people under eighteen years are not rehabilitated with those who are older.

The combination of the SAPS strategies and the strategies suggested by the National Youth Development Policy, justice system and correctional services amongst other programmes, has programmes which are called child justice; and Children awaiting trial programmes. These two programmes seek “to address the backlog of cases pending trial includes moving away from placing children who are in trouble with the law in correctional detention centre. Children awaiting trial will be placed under home-base supervision, in places of safety or in the care of parents or caregivers (South Africa Year Book: 2007:375)”.

As a result of these programmes and the strategies mentioned above, South Africa Year Book (RSA, 2007:384) states that, by the end of March 2007, “offenders were housed in 238 active correctional centres countrywide, including eight correctional centres for female offenders only; 131 youth correctional facilities; 131 correctional centres for male offenders only; and 86 correctional centres for both male and female

offenders. In addition, centres where men, women and juvenile offenders are accommodated, women and juvenile offenders are housed in separate designated sections”.

Furthermore, the SAPS programmes made some progress to serve their constitutional mandate as the crime statistics released in December 2007 in comparison with the ones of 2006, indicate that attempted murder decreased by 7,6 percent; common assault decreased by 5,1 percent; assault with intent to do grievous bodily harm decreased by 2,8 percent; robbery with aggravating circumstances decreased 9,7 percent; common robbery decreased by 12,2 percent; drug related crimes decreased by 4 percent; car hijacking decreased by 0,7 percent; murder decreased by 6,5 percent; rape decreased by 3,6 percent; cash in transit heists decreased by 26,7 percent; bank robberies decreased by 11,7; and illegal possession of firearms and ammunition decreased by 8,6 percent. However, indecent assault increased by 3, 6 percent; driving under the influence of alcohol or drugs increased by 32.9 percent and house robberies increased by 7 percent (South Africa Year Book, RSA, 2007:433).

Although the above statistics portray progress in improving safety, security and justice in South Africa, there has been criticism of the South African government for doing too little to stop crime, to the extent that some question the effectiveness of the South African Police Service. But the reality is, SAPS cannot successfully fight crime alone, there is a need for an integrated system which includes different stakeholders such as Community Based Organisations; Non Government Organisations; Sport and Recreation; Education and other sectors. Hence Sport and Recreation is discussed below.

2.3.1.5 Sport and Recreation

The White Paper on Sport and Recreation (RSA, 1998) stipulates that, “sport may be defined as any activity that requires a significant level of physical involvement and in which participants engage in either a structured or unstructured environment, for the purpose of declaring a winner, though not solely so, purely for relaxation, personal satisfaction, physical health, emotional growth and development”. Simultaneously, Guralnik and Michaels (2001:1386) define sport as “any activity or experience that gives enjoyment or recreation; pastime; diversion. Such an activity especially when competitive requiring more or less vigorously body exertion and carried on

sometimes as a profession according to some traditional form or set of rules whether out doors as a football, golf, and tennis, or in doors as bowling, and basketball”.

Recreation is defined as a guided process of voluntary participation in any activity which contributes to the improvement of general health, well being and the skills of both the individual and society (White Paper: Sport and Recreation, RSA, 1998). In supporting that, Guralnik et al (2001:1198) refer to recreation, as refreshment in body or mind by form of play, amusement, or relaxation.

Therefore, based on these definitions an agreement can be reached that, although these two terms might not solely mean the same, they correspond to each other hence sport and recreation in South Africa are integrated into one sector of development. In addition, the question rises why sport and recreation is one of the development sectors. Responding to that, the White Paper on Sport and Recreation (RSA, 1998) explains that, “sport and recreation is felt in many other spheres of life such as in Health; Education; Economy; Crime; Nation building; and International relations. In so much that “the United Nations (UN) recognises participation in sport and recreation as fundamental human rights which all governments should make available to their people (South Africa Year Book, RSA, 2007:508)”.

However, amongst other population groups the youth experiences challenges in sport and recreation sector such as inequalities and limited access in sport and recreational facilities. These challenges are the results of the apartheid era which led to - “(a) The peripheralisation of black sport from the mainstream of South African sport, and the resultant backlog in black development. (b) The isolation of South African sport from international sport at a formal level and its recourse to the rebel sport route to make up for the loss. (c) The use of Government resources by the apartheid state to undermine the boycott of South African sport.(d)The resilience of black sport notwithstanding, and the consequent polarisation that saw black people cheering any teams that engaged the "official" South African teams (Sport and Recreation in South Africa, National Policy Framework, RSA, 1995). In addition, SV Tshwete former Minister of Sport and Recreation (1998) states, the main beneficiaries of government resources, in the past, were the establishment sector which accounted for only 20 percent of the country's population. Sport continues to be short-changed with regard to the allocation of resources because of the lack of knowledge of those at decision-making level, of its role in society as well as its

potential as an instrument of transformation. The situation is worse in the case of recreation (White Paper: Sport and Recreation, RSA, 1998)

In addressing the above, White Paper: Sport and Recreation (RSA,1998) set the following objectives, (a) Increasing the levels of participation in sport and recreation activities; (b) raising sport's profile in the face of conflicting priorities; (c) maximising the probability of success in major events; and (d) placing sport in the forefront of efforts to reduce the levels of crime. In addition the National Youth Development Policy (RSA, 1997) emphasised the following as the objectives to address youth challenges: "to broaden the participation of young men and women in a wide range of sporting and recreational pursuit; and to promote excellence in sports by young people at national and international levels. These objectives will be achieved by creating a culture of sports and recreation, establishing school based facilities and programmes, and promoting community sport and recreation facilities.

To ensure the effectiveness of the objectives suggested by the National Youth Development Policy, the South African government established amongst other the following programmes: Mass participation; Women and Sport; Indigenous games and school sport programmes. The objective of Mass participation programmes is to facilitate access to sport and recreation by as many South Africans as possible, especially those from historically disadvantaged communities and in so doing to ensure that no child has to walk more than five kilometres to access an activity hub anywhere in the country.

The Women and Sport programme is to address the gender imbalances in sport and recreation, both at a participative and administrative level by gender mainstreaming; equity, access opportunities, diversity, legacy, active participation, research, leadership and skills development; sustainable programmes through tested practice initiative, including girl child programmes; available resources and capacity; and developing mentorship programmes and role modelling (South Africa Year Book, RSA, 2007: 509)

The third programme is the Indigenous Games programme which aims to popularise cultural activities that have a particular appeal to vast sectors of the South African society, particularly the traditional rural people. The last program which also links with Indigenous Games is the School Sport Programme. This programme aims to provide all children with access to physical activity at school; it touches on teacher

capacity building, sports facilities, and the importance of linking school sport to issues of national importance such as HIV/AIDS and crime prevention.

The Department of Sport and Recreation Annual Report (RSA, 2007/2008) reflects that in the 2007/08 financial year the initiatives of Sport and Recreation South Africa (SRSA) focused on projects aimed at ensuring that as many South Africans as possible are given access to sport and recreation activities, especially those from disadvantaged communities. Linked to the mass participation initiatives, SRSA continued to develop sport and recreation clubs in disadvantaged communities, for example the Department managed to assist 2520 athletes and 30 teams.

Participation in sport contributes not only to the well being of an individual but also to community welfare and development.

2.3.1.6 Youth Welfare and Community Development

According to Mawson and Roget (2009), welfare is associated with a state of health, happiness, and prospering, while the Geography dictionary states that welfare might be equated with well being within human geography. It refers mostly to factors within control of societies such as environmental quality; security; and access to commodities and services. It therefore incorporates income; standard of living; housing; employment and access to educational health and social services. In support the Oxford Dictionary fifth edition (2002) refers to welfare as an organized provision for the basic well being of needy members for a community.

In defining community development, (1998:1) state, "community development is referred to as an idea because, as Cornwell (1986:219) points out, considering that the concept community development has no firm, precise and generally agreed upon meaning, it can be used arbitrarily to indicate a number of policies or programme (free translation). Community development is not the action of an individual or a few individuals. It is a collective activity in that a group of people sharing a mutual interest, sentiment or concern, act together and in concert". In addition community development refers to the people who live in some spatial relationship to one another and share interest and values.

Furthermore, in providing a background of how the concept of community development started in South Africa, Swanepoel and De Beer (1998:10) note, "ironically, community development was not popular in South Africa during its

international heyday. This was mainly because of scepticism and mistrust in government circles about its potential for political change. It really only made headway in evangelical missionary circles and in the Black Consciousness Movement (BCM)". For instance, the South African government carried out a study on community development before introducing it in the homelands. In the mid 1980s the Department of Constitutional Development and Planning, Department of Planning and Provincial Affairs gave details to the study. After the abolition of administration boards in 1987 and the transfer of many of their functions to the provinces, four provinces became involved in the promotion of community development. From 1993 the Department of National Health and Population Development played an increasingly important role in giving advice on community development as well as in its organisation on a countrywide basis. After the 1994 election, this function was transferred to the National Department of Welfare and Population Development.

Although the background indicates that a study was carried out and implementation on community development was done as early as 1987, the National Youth Development Policy highlights challenges which have been mentioned when discussing other sectors. Challenges such as inequality and access to education and training; sport and recreation facilities; health; and economic participation.

To address those challenges the National Youth Development Policy (RSA, 1997) highlights that Youth information access; Community Youth Facilities; and promotion of community initiatives should be integrated strategies to address youth challenges in the Welfare and Community Development sector.

Access to youth Information should include a wide range of support issues including crisis help, health services, employment and unemployment support services, drug and alcohol advice, emergency services, and youth rights. This could be integrated with the Community Youth Facilities that developed the concept of a Multi-Purpose Youth Centre, which is an effective means of drawing together youth specific services in a local community. Accompanied by the Promotion of Community Initiatives which include programmes with themes such as community and youth development processes; ways to identify community and youth needs; how to plan and manage community initiatives; support and training to relevant service providers and caregivers and resource agencies.

To ensure that youth development sectors discussed above are enforceable and that they carry weight to be implemented specifically at the local government level, Local

Government legislative mandates have to assist in the establishment of a conducive environment for the implementation of such programmes.

2.3.2 Local Government Legislative Framework for Youth Development

Legislation, policies, and strategies of Local Government are important in ensuring youth development in the local communities. Again, although local government legislation is not specifying youth, it should be noted that youth is taken as a significant part of the general local population, therefore legislation meant for people generally includes young women and men.

In this respect, the Constitution of the Republic of South (RSA, Act 108 of 1996) sets the foundation for development in local government as it states that the objectives of local government are to ensure the provision of services to communities in a sustainable manner; and to promote social and economic development. This means municipalities are obliged to provide communities with basic needs and promote development which includes all community categories such as youth; disabled; and women. To give effect to the above, the Municipal Systems Act (RSA, Act 32 of 2000) provides a framework for the duties of local government. Chapter 3 of the Municipal Systems Act 32 (RSA, Act 32 of 2000) states, “a municipality exercises its legislative or executive authority by: (i) Developing and adopting policies, plans, strategies and programmes, including setting targets for delivery; (ii) Promoting and undertaking development; (iii) Establishing and maintaining an administration; (iv) Administering and regulating its internal affairs and the local government affairs; (v) Implementing applicable national and provincial legislation and its by-laws.

These by-laws must be implemented by “providing municipal services to the local community; monitoring and where appropriate, regulating municipal services where those services are provided by service providers other than the municipality; and monitoring the impact and effectiveness of any services, policies, programmes or plans” (Municipal Systems Act, RSA, Act 32 of 2000).

The Municipal Systems Act (RSA, Act 32 of 2000) further stipulates the procedure in which municipalities can carry the categories of functions stated above. These procedures include community participation; integrated development plan; performance management and municipal services. Adding to that, the Municipal Systems Act notes, “participation by the local community in the affairs of the municipality must take place through (a) political structures for participation in terms

of the Municipal Structures Act; (b) the mechanisms, processes and procedures for participation in municipal governance established in terms of this act; (c) other appropriate mechanisms; processes and procedures established by the municipality; (d) and councillors, and generally applying the provision for participation as provided for in this act". These processes include communication of information concerning community participation; public notice of meetings of municipal councils; admission of public meetings; making municipal documents available to the public; and municipality's website.

In addition, chapter five of the Municipal Systems Act (RSA, Act 32 of 2000) mandates municipalities to "undertake developmentally-oriented planning so as to ensure that (i) municipalities strive to achieve the objects of local government set out in section 152 of the constitution; (ii) gives effect to its developmental duties as required by section 153 of the Constitution; and (iii) together with other organs of state contribute to the progressive realization of the fundamental rights contained in sections 24, 25, 26, 27 and 29 of the Constitution". To achieve this, municipalities have to develop an Integrated Development Plan (IDP), which links, integrates and coordinates plans and takes into account proposals for the development of the municipality; aligns the resources and capacity of the municipality with the implementation of the plan; forms the policy framework and general basis on which the annual budget must be based; is compatible with national and provincial development plans and planning requirement binding on the municipality in terms of legislation.

Therefore the IDP must contain the following components: the council's vision; an assessment of the level of development; council's development and objectives; council's development strategies; spatial development framework; operational strategies; disaster management plans; financial plan; and key performance indicators and targets. The IDPs are assessed by the Department of Local Government to identify credible IDPs in order to improve the standard of planning in the municipalities.

One of the important parts of IDP is Local Economic Development (LED) chapter. The Organization for Economic Co-operation and Development (OECD) (2005:40) describes local economic development as "the sum of economic and social actions taken to improve economic activity and employment in the territory by mobilizing its stakeholders. It exhibits three characteristics: (i) There is a mobilization of local stakeholders that may also involve players and programs at the national level. (ii)

These stakeholders' projects and actions are coordinated. (iii) The territory's frontiers may vary and not always strictly correspond to official administrative borders".

To carry local economic development as defined by OECD and implement the mandate stipulated by the Local Government Municipal Systems Act (RSA, Act 32 of 2000), amongst other documents, municipalities have to draft the Local Economic Development (LED) strategies which form part of the Integrated Development Plan. Nel and Christian (2004:30) providing the background of Local Economic Development states "in South Africa, liberation and privatization were introduced by the apartheid government in the late 1980s for a combination of reasons reflecting both international trends and desire to reduce the scope for redistribution available for the future ANC government. It is certainly clear that spatial and regional development initiatives under apartheid were both increasingly costly and ineffective, and this became an important part of the rationale for importing LED. Since 1994, the new government has adopted much of the same neo-liberal ethos and commitment to liberalized world trade, and has been institutionalizing a conception of LED which is not adequately adapted to local conditions and which is insufficiently flexible to match the diverse realities of different types of localities".

Given the background of LED, it is important to note the challenges facing municipalities in implementing LED. The Local Government Survey carried out in 2001 "sought to establish the following: The name of the new local authority and details of individuals involved with LED/ development issues; Details of whether an LED strategy was in place and if so, what it focused on, why it was initiated, and which officials/ council committees were overseeing its implementation; The specific LED strategies embarked upon; The nature of any constraints experienced; Details of other development initiatives in their locality; Whether the Local Authorities were aware of the LED fund and if so, whether they were receiving funds from it; Current expenditure on LED, the manner of jobs created and other key issues which authorities felt important to raise."

The findings of the survey highlighted the need for developmental local government to initiate defined LED programs; LED was initiated in many municipalities to address unemployment; all municipalities do not have a clear LED program; short term jobs were created and 31 percent of municipalities were convinced that LED had made impact in communities. The survey also illustrated the constraints facing the municipalities that funding; limited support; personnel constraints; and lack of

guidance from provincial and national government are challenges that result in lack of implementation of LED.

The above findings of the survey provides an indication that, although all municipalities have to be engaged in LED processes, different methods of implementing it vary from municipality to municipality depending on the economic challenges and other factors such as personnel capacity; funding; and infrastructure. Some municipalities in implementing LED have used an approach of specifically addressing economic challenges according to women empowerment, youth local development; and involvement of people with disabilities in local economic development.

In practice, the National Youth Development Policy (RSA, 1997) makes use of the Local Economic Development strategies and IDPs to address youth challenges such as skills development, and employment and enterprise development. For example, the municipal LED strategy would allow for a certain percentage of youth enterprises to benefit from a local government project, and also local unskilled youth could receive on-the-job training.

In order to identify the progress of the implementation of the National Youth Development Policy (RSA, 1997), and the local government strategies, an evaluation process has to be carried out. This highlights the importance of evaluation as a tool to improve youth development. With the absence of evaluation in the strategies contained in the National Youth Development Policy, decision makers will not be able to account to the stakeholders and to improve the strategies.

2.4 Program Evaluation

Providing an explanation of what evaluation is, Kusek and Rist (2004: 12-14) states, "evaluation: analyses why intended results were or not achieved; assesses specific causal contributions of activities; examines implementation process; explores unintended results; provides lessons, highlights significant accomplishment or program potential; and offers recommendations for improvement". Therefore, evaluation contributes to: (i) "Improved budgetary and financial management systems and financial reporting. (ii) Clarify intergovernmental fiscal relations, and the extent to which they encompass a focus on government performance. (iii) Strengthening accountability and private sector delivery of historically public services. (iv) Setting explicit customer standards for service delivery agencies and monitoring the extent to

which these are achieved (v) Civil service reform, which includes devolution to managers of increased levels of responsibility and autonomy. (vi) Improving the quality of civil service policy advice. (vii) Broadening the opportunity for participation and giving “voice” to society, drawing the views and expectations of ordinary citizens concerning the performance of government activities. (viii) Assisting anticorruption efforts through improved financial management systems, timely performance reporting, strengthen watchdogs agencies and greater transparency in policy making and implementation, (African Development Bank and World Bank, 2000:10)”.

Explaining more about evaluation, Vedung (2000:3) states that evaluation is a “careful retrospective assessment of the merit, worth, and value of administration, output and outcome of government interventions, which is intended to play a role in future, practical action situations. While Rossi et al (2004:3) adds that evaluation “means to ascertain the worth of or fix a value on some object”, and further provides that “evaluations are conducted for a variety of reasons such as to aid the in decisions concerning whether programs should be continued, improved, expanded, or curtailed to assess the utility of new programs and initiatives to increase the effectiveness of programme management and administration, and to satisfy the accountability requirements of programme sponsors”.

Further, Rossi et al (2004:3) suggests that programme evaluation may contain the following questions:

- “What is the nature and scope of the problem? Where is it located, whom does it affect, how many are affected and how does the problem affect them?
- What is it about the problem or its effects that justifies new, expanded, or modified social programmes;
- What feasible interventions are likely to significantly ameliorate the problem?
- What are the appropriate target populations for intervention?
- Is a particular intervention being implemented well? Are the intended services being provided?
- Is the intervention effective in attaining the desired goal or benefits?
- Is the programme cost reasonable in relation to its effectiveness and benefits”?

The evaluation overview provided above highlights an overall package of what an evaluation should consist of. However, different evaluation models are responsible for different evaluation questions.

2.4.1 Models of Evaluation

Vedung (2000) highlights that there are three types of substantive evaluation models, namely, effectiveness models, economic models, and professional models. Effectiveness models constitute a fairly large and varied group as compared to other evaluation models. Effectiveness models include side-effects evaluation, goal free evaluation, comprehensive evaluation, client oriented evaluation, and the stakeholder model. While this model addresses only the results of the interventions, the economic models pay attention to cost as well. The economic model integrates cost and effectiveness aspects of the intervention. The economic model integrates the administrators and evaluators as administrators often consider the cost only, while evaluators consider only the result aspect. The third evaluation model is a professional model, which focuses on the subject matter only indirectly, in that immediate stress is put on who should perform the evaluation. The most celebrated professional model is the peer review approach. Vedung (2000) in making recommendations of the logic to use the three evaluation models states, “my exposition will start with effectiveness models, proceed through economic, and end with professional models”.

2.4.2 Types of Evaluation

Adding to the evaluation models, Kusek and Rist (2004:121) highlight that in the evaluation models there are seven types of evaluations. “Different types of evaluations are appropriate for answering different kinds of questions. There is no one-size-fits-all evaluation template to put against variety of questions”. The seven types of evaluations are, Performance logic chain assessment; Pre-implementation assessment; Process implementation evaluation; Rapid appraisal; Case study; Impact evaluation; and Meta evaluation. Kusek and Rist (2004) provide brief explanation of each of the seven types of evaluation as following:

- (a) “**Performance logic chain assessment** evaluation strategy is used to determine the strength and logic of the causal model behind the policy, program, or project. The causal model addresses the deployment and sequencing of the activities, resources, or policy initiatives that can be used to bring about desired change in existing condition. A comparison between the present effort and past effort has to be carried out in order to determine if the present strategy can be supported by the prior experience.

- (b) **Pre-implementation Assessment** evaluation strategy addresses three standards that should be clearly articulated before the manager moves to the implementation phase. The standards are encompassed in the following questions: Are the objectives well defined so that outcomes can be stated in measurable terms? Is there a coherent and credible implementation plan that provides clear evidence of how implementation is to proceed and how successful implementation can be distinguished from poor implementation? Is the rationale for the deployment of resources clear and commensurate with the requirements for achieving the stated outcomes? The intention of such an evaluation approach is to ensure that failure is not programmed in from the beginning of implementation.
- (c) **Process Implementation evaluation** focuses on implementation details. It addresses questions such as what did or did not get implemented that was planned? What congruence was there between what was intended to be implemented and what actually happened? How appropriate and close to plan were the cost, the time requirements, the staff capacity and capability, the availability of required financial resources, facilities and staff; and political support? This evaluation strategy is similar to monitoring, the only difference is that the implementation is not just documented (monitored). In evaluating the implementation, anticipated outcomes can be studied". Adding to that, Vedung (2000) refers to process implementation evaluation as one component of a more general administrative retrospective control system. Administrative control system is the means used by an organisation to elicit the performance it needs and to check whether the quantities and qualities of such performances are in accord with organisational specifications.
- (d) “ **Rapid Appraisal** allows for quick, real time assessment and reporting, providing decision makers with immediate feedback on the progress of a given project, program, or policy. Rapid appraisal can be characterized as a multi-method evaluation approach that uses a number of data collection methods. There are five major rapid appraisal data collection methods: (i) key informant interviews; (ii) focus group interviews; (iii) community interviews; (iv) structured direct observation; and (v) survey. These methods are particularly useful in dealing with the following situations: when descriptive information is sufficient for decision making; when an understanding is required of the motivations and attitudes that may affect people's behaviour, in particular the behaviour of target populations or stakeholders in an intervention; when

available quantitative data must be interpreted; when the primary purpose of the study is to generate suggestions and recommendations; and when the need is to develop questions, hypotheses, and propositions for more elaborate, comprehensive formal studies.

- (e) **Case study** is the appropriate evaluation strategy to use when a manager needs in depth information to understand more clearly what happened with a policy, program, or project. There are six broad ways that managers can draw on case study information to inform themselves : (i) case studies can illustrate a more general condition; (ii) they can be exploratory when little is known about an area or problem; (iii) they can focus on critical instances such as high success or terrible failure of a program; (iv) they can examine select instances of implementation in depth (v) they can look at program effects that emerge from an initiative; and, finally, (vi) they can provide for broader understanding of a condition when, over time, the results of multiple case studies are summarised and a cumulative understanding emerges” .
- (f) **Impact evaluation** is the classic evaluation that attempts to find out the changes that occurred and what they are attributed to. It tries to determine what portion of the documented impacts the intervention caused, and what might have come from other events or conditions. The aim is attribution of documented change. Another way of addressing the issue of attribution is to ask the counterfactual question, that is, what would have happened if the intervention had not taken place. Strategies to this, is to use both experimental and quasi experimental designs” (Kusek and Rist (2004:121). In addition, Owen and Rogers (1999:264) states that impact evaluation is concerned with: “(i) determining the range and extent of outcomes of a program; (ii) determining whether the program has been implemented as planned and how implementation has affected outcomes; (iii) providing evidence to funders, senior managers and politicians about the extent to which resources allocated to a program have been spent wisely; and (iv) informing decisions about replication or extension of the program”.
- (g) **“Meta-Evaluation:** establishes the criteria and procedures for systematically looking across those existing evaluations to summarize trends and to generate confidence in the cross study findings when a number of evaluations have been conducted. It can be a quick way of learning what do we know at present on this issue and what is the level of confidence with which we know

it. This type of evaluation can for example be used to summarize findings from a number of development programs (Kusek and Rist (2004:121). Adding to that, Vedung (200) states, “meta evaluation may be applied to one particular evaluation, for example, before it is sent to the commissioner or prior to its publication. It may be carried out by the evaluator herself, by external scrutinizers, or preferably by the evaluators. The purpose is to check for methodological quality, readability, faithfulness to facts, and other properties”.

Given the seven types of evaluation, this research study will focus on Process implementation evaluation. Explaining the evaluation of “*programme process*” Posavac and Carey (1996) states, “once a program has been developed and begun, evaluators turn to the task of documenting the extent to which implementation has taken place, the nature of the people being served, and the degree to which the program operates as expected. Evaluations of the process involve checking on the assumptions made while the program was being planned. Do the needs of the organisation or community match with what was believed during planning? Is there evidence to support the assessment of the needs during the planning stage? Do the activities carried out by the staff match the plans for the program? What evidence can be found that supports the theoretical assumptions made by the program planners”? Although this study will not focus on all these questions, one of the questions it will specifically focus on is the question of - do the activities carried out by the staff match the plans for the programme?

In addition, Rossi et al (2004: 1750) highlights that “process evaluation plays two major roles; first, it can stand alone as an evaluation of a programme in circumstances where the questions at issue are about the integrity of programme operations, service delivery, and other such matters. A stand alone evaluation process might be appropriate in the relatively new programme, to answer questions about how well it has established its intended operations and services. In the case of a more established programme a process evaluation might be called for when questions arise about how well the programme is organised, the quality of service or the success with which it is reaching the target population. The second major role of process or implementation evaluation is as a complement to an impact evaluation, because it is generally not advisable to conduct impact evaluation without including a minimal process evaluation”. In aligning with the above, in this study, the process or implementation evaluation to be carried will play a role as stand alone as the purpose

of the study is to identify the programme's achieved outputs against its planned outputs.

2.4.3 The Program Evaluation Standards

Providing a background of Program Evaluation Standards, Owen and Rogers (1999) state, "the Program Evaluation Standards are the result of the work of the Joint Committee on Standards for Educational Evaluation. The major products of this Joint Committee are, Evaluation of Educational Programs, Project and Materials, Personnel Evaluation Standard, and the Program Evaluation Standards. There are thirty standards grouped into four areas, namely, utility; feasibility; propriety; and accuracy". The researcher will focus only on the few standards considered important for this program evaluation study.

(a) **Utility standards** are concerned with whether an evaluation provides practical information needs for a given audience. The types of utility standards are:

Audience Identification: audiences involved in or affected by the evaluation should be identified so that their needs can be addressed.

Evaluator Credibility: the persons conducting the evaluation should be trustworthy and competent to perform the evaluation, so that their findings achieve maximum credibility and acceptance.

Information Scope and Selection: information collected should be of such scope and selected in such ways as to address pertinent questions about the object of the evaluation and responsive to the needs and interests of specified audiences.

Valuation Interpretation: the perspectives, procedures and rationale to interpret the findings should be carefully described, so that the bases for value judgements are clear.

Evaluation Impact: evaluations should be planned and conducted in ways that encourage follow-through by members of the audiences.

(b) **Feasibility standards**: deals with issues such as value for cost, practical issues such as availability of data, and political issues such as impact of findings. The feasibility standards are listed below.

Practical Procedures: the evaluation procedures should be practical, so that disruption is kept to a minimum, and that needed information can be obtained.

Political Viability: the evaluation should be planned and conducted with anticipation of the different positions of various interest groups, so that their cooperation can be

obtained, and so that possible attempts by any of these groups to curtail evaluation operations or to bias or misapply the results can be averted or counteracted.

Cost Effectiveness: the evaluation should produce information of sufficient value to justify the resources expended. Adding to that Posavac and Carey (1996) state, “in a manager’s judgement, the most important aspect of an evaluation may frequently be information on the efficiency of the program”.

(c) Propriety standards: relate strongly to ethics. They are aimed at ensuring that the rights of people influenced by the program and its evaluation will be protected. Propriety standards are listed below:

Formal Obligation: obligation of the formal parties to an evaluation should be agreed to in writing, so that these parties are obliged to adhere to all the conditions of the agreement or to formally negotiate it.

Conflict of interest: frequently unavoidable, should be dealt with openly and honestly in their disclosure of pertinent findings, including the limitations of the evaluation. Adding to that Posavac and Carey (1996) state, evaluators gather information for the purpose of placing a value on program plans, implementation or outcomes. Since people serving on the staff of programs earn their living from their work, it should not be surprising that conflicts can occur between evaluators and program staff. The stakeholders can be expected to have different, even conflicting, interests and anticipating these conflicts can spell the difference between a botched evaluation caused by angry disagreements among stakeholders and a carefully balanced, albeit controversial, evaluation. Evaluators would be subject to less pressure if they could negotiate agreements on such issues as: Who will have access to the findings? What information is to be used? How would different patterns of data be presented?

Full and Frank Disclosure: Oral and written evaluation reports should be open, direct, and honest in their disclosure of pertinent findings, including limitations of the evaluation.

Public’s Right to Know: the formal parties to an evaluation should respect and assure the public’s right to know within the limits of other related principles and statutes, such as those dealing with public safety and the right to privacy.

Human Interactions: evaluators should respect human dignity and worth in their interactions with other persons associated with an evaluation.

Balancing Reporting: the evaluation should be complete and fair in its presentation of strengths and weaknesses of the object under investigation, so that strengths can be built on and weaknesses addressed.

(d) Accuracy standards determine whether an evaluation has truth and require that the data management reflect the key evaluation. Below is the list of accuracy standards.

Object Identification: object of the evaluation program should be sufficiently examined, so that form(s) of the object being considered in the evaluation can be clearly identified.

Described Purposes and Procedures: should be monitored and described in enough detail, so that they can be identified and assessed.

Valid Measurement: the information gathering instrument and procedures should be chosen or developed and then implemented in ways that will assure that the interpretation arrived at is valid for the given use.

Systematic Data Control: the data collected, processed, and reported in an evaluation should be reviewed and corrected, so that the results of the evaluation will not be flawed.

Analysis of Quantitative and Qualitative Information: should be appropriately and systematically analysed to ensure supportable interpretation.

Justified Conclusion: the conclusion reached in an evaluation should be explicitly justified, so that audiences can assess it.

Besides the program evaluation standards, program evaluation is also guided by five principles, namely, (a) Systematic inquiry, (b) Competence; (c) Integrity or (d) Respect for people; and (e) Responsibilities for general and public welfare.

2.4.4 Evaluation Principles

In addition to the above Posavac and Carey (1996: 86) state: “because the findings of program evaluations may be applied soon after evaluations are completed, evaluators face many more situations calling for ethical choices than do basic researchers, and many of these choices are different from those faced by laboratory scientists. Consequently, several statements of principles have been prepared specifically for the practice of program evaluation”. Owen and Rogers (1999) provide the following five principles of evaluation:

(a) Systematic Enquiry: evaluators should adhere to the highest appropriate technical standards in conjunction with their work, whether that work is quantitative or qualitative in nature, to increase the accuracy and credibility of the evaluative information they produce. Evaluators should explore with the client the shortcomings and strengths both of the various evaluation questions it might be productive to ask, and the various approaches that might be used for answering these questions.

(b) Competence: Evaluator should possess the education, abilities, skills, and experience appropriate to undertake the tasks proposed in the evaluation. Evaluators should practice within the limits of their professional training and competence, and should decline to conduct evaluations that fall substantially outside those limits. Evaluators should continually seek to maintain and improve their competencies, in order to provide the highest level of performance in their evaluations.

(c) Integrity or Honesty: evaluators should seek to determine, and where appropriate be explicit about their clients, and other stakeholders' interests concerning the conduct and outcomes of an evaluation. Evaluators should not misrepresent their procedures, data, or findings and should disclose any roles or relationship they have concerning whatever is being evaluated which pose a significant conflict of interest with their role as an evaluator.

(d) Respect for People: where applicable, evaluators must abide by current professional ethics and standards regarding risks, harms, and burdens that might be engendered to those participating in the evaluation. For example, Posavac and Carey (1996) states that "a controversial evaluation was reported by Sobell and Sobell (1978), who designed a program for alcoholics based on behaviour principles that theoretically should have permitted participants to drink at a moderate level after treatment. The principles underlying this program contradict the traditional assumption that alcoholics cannot drink without a high risk of again becoming dependent on alcohol. It is ethical to conduct an evaluation of such a project, however, evaluators working with treatments that differ from accepted practices should be sure that if a new treatments fails, the program participants receive adequate additional services so that they will not be harmed by the program being evaluated".

(e) Responsibilities for general and public welfare: when planning and reporting evaluations, evaluators should consider (i) including important perspectives and interests of the full range of stakeholders in the object being evaluated; (ii) not only immediate operations and outcomes of whatever is evaluated, but also the broad assumptions, implications, and potential side effects of it, and (iii) allowance to all relevant stakeholders to have access to

evaluative information and should actively disseminate that information to stakeholders if resources allow.

After an evaluation process has been conducted, through the knowledge received from the information provided above on items such as evaluation definitions, and evaluation planning, the manner in which the evaluation findings will be interpreted, and communicated, should be noted.

2.4.5 Interpreting, and Communicating Findings

Before discussing how to interpret and communicate findings it is also important to define what is meant by “findings”. Owen and Rogers (1999) highlight that, “findings is the evidence of the data and other information which has been collected during the evaluation; conclusions which is the synthesis of data and information; judgement in which values are placed on the conclusions; and recommendations which suggested courses of action, advice to policy makers, program managers or providers about what to do in the light of the evidence and conclusions”. Supporting the above definitions, Owen and Rogers (1999) state that findings encompass evidence; conclusions; judgements, and recommendations. Once findings are discovered, the researcher or evaluator has to find a manner to interpret and communicate them.

2.4.5.1 Writing the Report on Findings of Program Evaluation

When findings are received in the program evaluation, it is helpful to ensure professional standards of interpreting and communicating findings are met; otherwise, the evaluation program will not be valuable. Explaining communication Posavac and Carey (1996) state; communication is a multidimensional, interactive process; consequently, to be as effective as possible, evaluation reports must be multidimensional and interactive. Adding to that, Owen and Rogers (1999) note that in reporting findings, issues which need to be decided include strategies for reporting; types of reports; and effective ways of presenting material within these reports. There are two strategies of reporting, the first one is when the evaluation is divided into stages, and each with its own products and findings. The advantages of the first strategy are that the audience is more likely to read smaller reports and as a result the audience can absorb essential messages more effectively than they would if they were presented within a large report. The second reporting strategy is when overall

program evaluation report findings are released. This strategy of reporting provides an overview of the findings of the evaluation program.

Although there are different strategies of reporting, both strategies have six dimensions, namely, written versus oral; progress versus final; substantive versus secondary; summary versus main report; formal versus informal and descriptive versus recommendatory. Choosing from the six dimensions, the researcher will make use of a formal final written report, which is substantive and recommendatory. Reasons for using this style of report is because Posavac and Carey (1996) state that “evaluators are nearly always expected to submit a report describing the overall program evaluation. Even when major stakeholders have been regularly informed about the progress of the evaluation and have participated in the oral briefing, an overall report is necessary. Firstly, it is crucial to provide a written record that the evaluation was carried out. Secondly, the written report can answer questions about the findings of the evaluation or about its methodology that may arise. Thirdly, if administrators make a decision on the basis of the oral briefing, they will want the written report as backup if others question the reasons for a decision, In the fourth instance, since administrators, program staff members, and evaluators take new positions or retire, their memories of evaluation are lost. The written report remains for others to examine. Without a written report, some people may propose a new evaluation of a program already studied. Even if planners decide that an additional evaluation is needed, access to the written report of a previous study would be very helpful to future evaluators”.

To formulate a written formal report on findings of program evaluation, the following six steps have to be conducted.

(a) Describe the context of the evaluation: a description of how the program was evaluated is important. For future readers to make sense of the report, the program itself needs to be described. Some of these descriptions can make use of material already prepared by the programme and simply placed in the appendix. The purpose of an evaluation, and issues to be addressed, should be described. Although the vast majority of evaluations are formative – that is, designed to develop ideas for program improvement – it is wise to state this in the report.

(b) Describe the Program Participants: this includes a description of those who received services from the program; demographic information beyond information such as age, education, and gender; and the rate of attrition and those who did not complete the program. The description of participants can also include how the people came to the program, and whether people served represent the program.

(c) Justify the Criteria Selected: whether the project was a need assessment or summative evaluation, certain criteria was selected to indicate unmet needs or program successes. Indexes of unmet needs should be described and related to the goals of the program. In a report of an outcome evaluation, this section might be an appropriate place to provide an impact model of the program.

(d) Describe the Data Gathering Procedures: it is important to describe procedures used to obtain data because the way information is gathered can affect the findings. Poorly trained interviewers extract less information than well-trained ones. It is also important to indicate that the people responsible for data gathering were independent of the program evaluated.

(e) Provide Findings: this can be done through use of graphs; anticipating misunderstandings and the use of appendices. The *graphs* can be used to show the relative frequency of people in the program from different areas of the community. This allows readers to compare demographic variables from various program sites. Graphs are more effective than the common pie chart because pie charts depend on a comparison of angles rather than line lengths and are thus difficult to interpret. *Anticipating misunderstanding*: there are a number of interpretation pitfalls for evaluators and readers of evaluations. Inaccurate or misleading interpretations of evaluation findings can have serious implications. Recognizing the possibility of such misunderstanding encourages evaluators to prepare reports written so as to minimize the possibility of such misuse of findings. *Use appendices*: the description of findings cannot be done thoroughly in an oral report and can become quite lengthy in the written report. Because the audience of evaluation reports is made up of people not schooled in research methods or statistical analyses, details such as tables of means, standard deviations, and probability levels are better placed in an appendix to the report. This will contribute in the production of a complete record of the findings for anyone to use who would like to trace the connections between findings and recommendations.

(f) Develop Recommendations: recommendations are best developed in consultation with stakeholders. Tentative recommendations can be suggested to stakeholders to learn if the recommendations are reasonable in the light of limitations on the agency. Recommendations need to be kept within the psychological reach of the stakeholders. Recommendations which would require major changes in the organisation will simply be rejected. Even if evaluation suggests that there are major problems with the program's plans, its implementation, or its effectiveness, evaluators have greater chances of influencing the program if only feasible changes are recommended. As long as no malfeasance or injustices were discovered, the purpose of an evaluation is to support improvement regardless of how well the

program functions. When the above reporting standards are met, the appearance of the report will also contribute to the report looking more professional.

2.4.5.2 Appearance of formal report

Given the information on what the formal written report should contain, it is helpful to discuss how this report should look. Posavac and Carey (1996) suggest that, “coloured paper be used for appendixes- choose muted colours, not pink or goldenrod. The use of coloured paper serves two purposes: Many people feel that the report is indeed prettier and they are assured that they are not expected to read the whole report- just white pages. For a report up to 50 to 60 pages long, one can use a report binder with a clear plastic cover so the cover page of the report shows through”. This will result in not only a good looking report but also professional look of the report.

2.5 Conclusion

This chapter provided a literature review on youth development and programme evaluation. This has been achieved by firstly defining the term youth development. This has been followed by the discussion on legislation which guides youth development both national and local. A literature review on evaluation has been provided which will provide guidance on which type of evaluation study will be carried out in the next chapter, what is expected from the evaluator, and how the evaluation findings should be interpreted and communicated.

Chapter 3: Research Methodology Application at Swartland Municipality

3.1 Introduction

This chapter is dedicated to providing information on how the research methodology is applied to evaluate the Youth Development Programme. However, it will be vital to provide the information about the environment in which the study will be done. Therefore the chapter will initially describe the demographic and socio-economic profile of Swartland Municipality, and then explain the application of the research methodology.

3.2 Socio- economic and Demographic Profile of Swartland

Swartland is situated in the West Coast region of the Western Cape Province of South Africa, and is managed by Swartland Municipality which falls under the West Coast District Municipality. Swartland consists of 15 towns, namely Abbotsdale, Darling, Chartsworth, Riverlands, Kalbaskraal, Koringberg, Malmesbury, Moorreesburg, Ongegund, Oupos, Platteklip, Riebeek Kasteel, Riebeek-West, Ruststasie, and Yzerfontein. According to a Consolidated Annual Municipal Performance Report of 2005/2006 the total population living in Swartland towns is 72114 with 18758 households of which 28.84 percent is rural and 71.16 is urban.

In these households, 12160 are whites, 296 Indians, 52161 Coloureds, and 7497 African. Furthermore, Western Cape Provincial Treasury (2006) states, although there are only two informal settlements in urban areas which consist of informal households namely, Polar Park and Sibanye, in Swartland Municipality, 84.28 per cent of all households are rural compared to the district's 30,11 per cent. This shows that Swartland consists mainly of formal households and a number of people staying in rural areas. In support of the above, Census 2001 reflects that, "Swartland Municipality had close to 18667 housing units, of which 94 percent were formal structures, while informal housing comprises only 6 per cent of all housing units". The median age of Swartland's population is 27, with a dependency ratio of 0.51 in 2006. The decrease and increase of population is caused, amongst other factors, by economic factors such as employment opportunities; business opportunities and literacy levels.

The Local Economic Development Strategy (LED) of Swartland Municipality (May 2007) expresses the literacy levels of people living in both categories of households in percentage terms as illustrated in Figure 1 below. The LED of Swartland further analyses the data provided in figure one that “human development index (HDI) is a composite of life expectancy, adult literacy, school enrolment and GDP per capita. Swartland may be regarded as an area with high level of human development, although the area has relatively well HDI, only 19 percent of population has Grade twelve. This is indicative of a situation in which school enrolment in the area is high at primary levels, but there is a high dropout rate at the secondary rate. This result to few learners obtaining Grade twelve and only estimated 7.5 percent, obtain tertiary education. This is also indicative of highly skewed HDI, with an average closer to one attributed to higher figures for the wealthier sections of the population”.

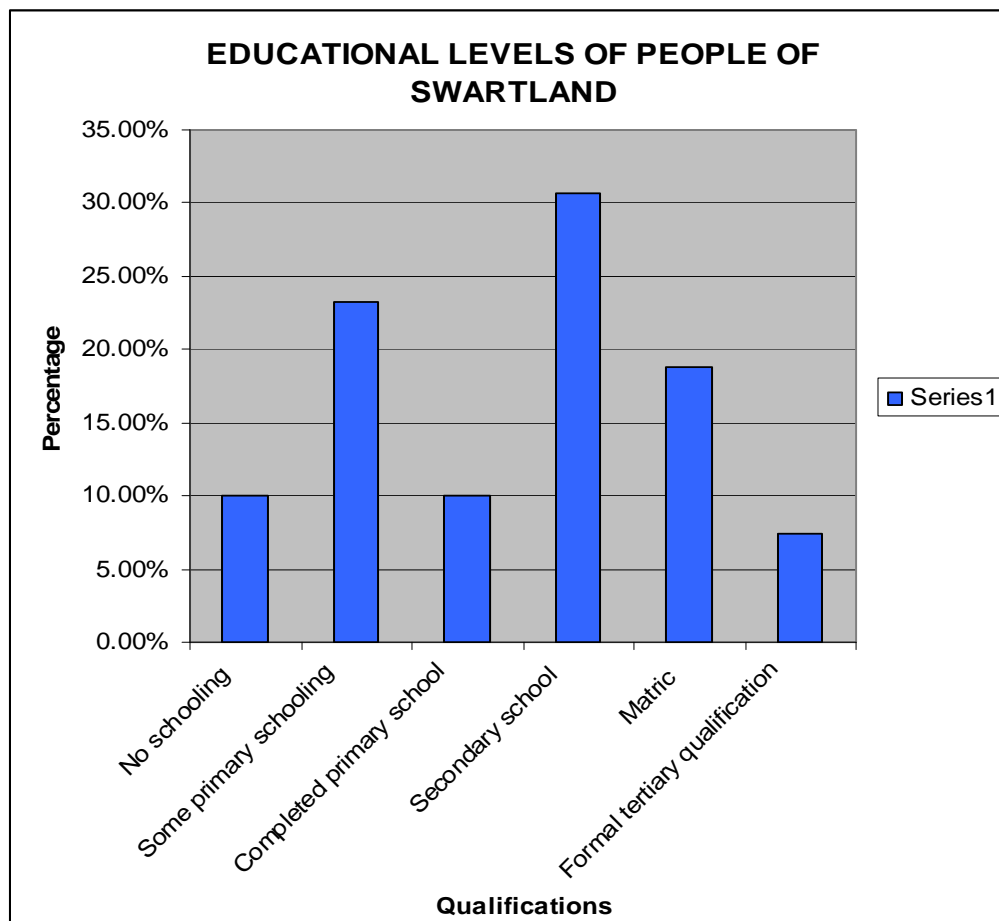


Figure: 1

Economic Activity	Employment in percentage Terms
Agriculture	30 percent
Mining	0.9 percent
Electricity and water	14 percent
Construction	0.6 percent
Wholesale & retail trade, catering & accommodation	19.7 percent
Transport, and Communication	5 percent
Financial, Property, and Business services	5.8 percent
Government, community, social and other services	18 percent

Figure 2

In addition, the LED of Swartland Municipality provides in figure two sizes of economic activities in the Swartland area. Figure 2 illustrates that agriculture is the dominating economic activity followed by wholesale and retail, then with small percentages of catering and accommodation economic activities. This corresponds with the educational levels illustrated in figure one. For example the agricultural work which is commonly known as farm work, is the biggest economic activity and does not require school or any qualifications. Wholesale and retail trade, and catering and accommodation do not mainly require professional skills; therefore no tertiary qualifications are required.

Besides the current economic activities which the agriculture sector is dominating and has a relatively good HDI, unemployment does exist in Swartland but it is not as high as compared to the provincial estimates as it is estimated between 10 and 20 percent. Even though the unemployment in Swartland is not high, Swartland Municipality's LED highlights that it is estimated that 4.47 percent of households in the area have no income and that approximately 8 percent of households use social grants as their main source of income. While there are 8 percent of households who use the social grants as the main source of income, the Gross Domestic Product (GDP) per capita is estimated to be R22 187. This illustrates that Swartland has a better GDP but not everyone benefits from it, therefore there is a significant challenge on the distribution of income in order to close the gap between the rich and the poor. This gap between the rich and the poor termed as Gini coefficient is estimated to be 0.68, with the white population group earning a monthly income which is approximately 7.5 times greater than the poorest black population group.

This creates a picture that white people in Swartland are richer while black people are living under poverty circumstances.

Every economy is affected by social issues such as diseases, death rates, birth rates and access to basic services such as water and sanitation. It is thus vital to pay attention to the rate of HIV/AIDS in the Swartland area as it is an international life-threatening disease. The LED strategy of Swartland Municipality highlights that “the estimated HIV prevalence for the Swartland is 5 percent. This means that potentially 8581 individuals living in the Swartland are HIV positive. In 2006 there were approximately 86 HIV positive patients receiving life prolonging highly active antiretroviral therapy, and 374 patients attending the antiretroviral clinic in Malmesbury. Adding to that Socio Economic Profile: West Coast 2006 states, “HIV prevalence is projected to increase from 1, 9 percent to 3, 1 percent in 2005 and expected to increase to 3, 9 percent by 2010. By 2010 AIDS deaths are projected to account for 19, 8 percent of all deaths in Swartland. Life expectancy in the area may currently be above average, but it is important to bear in mind that HIV and crime may have a negative impact in the future”. Figure 3 below illustrates the health challenges of people of Swartland.

Health Facilities in Swartland	
Number of medical facilities	17
Nurse-patient workload per day	36
percentage births under 2.5kg	8 percent
Proportion of under one year olds 1 st measles immunization	101 percent
TB prevalence rate per 100 000 people per year	1135
TB cure rate	67 percent
HIV/AIDS prevalence 2005	3.1
Number of AIDS deaths 2005	98
HIV/AIDS prevalence 2010	3.9
Number of AIDS deaths 2010	164

Figure: 3

HIV/AIDS and crime are seen as possible future challenges in Swartland, and can be associated along with access to services such as land; housing; water; energy; sanitation; transport and credit; education; health and personal safety.

In support of the above, the Socio Economic Profile: West Coast 2006 states, “ indicators that measure access to basic services such as energy; water; refuse removal; telephone services; and sanitation, access to social services such as education; health care; and policing, and access to income generating activities and where available, attendant socio-economic well being, such as educational attainment, health status, crime levels, income distribution and poverty levels, depict the quality of life that the average citizen faces”. According to the data collected by the Socio economic profile: West Coast 2006, Swartland showed improvements in access to energy of 516 households and access to water is reflected by the decrease in the number of households with below basic access to the basic services, although there is a decline in the number of households accessing refuse removal, sanitation, and telephone services.

Besides the relative improvement in access to services, the level of crime plays a vital role in the socio economic profile as it affects other factors such as economic growth and social development in general. The South African Police Service Crime Statistics demonstrate a gradual increase in the number of reported crime cases in Swartland as indicated in figure four. Figure four also demonstrates that in categories of crime, the year 2005 is the lowest followed by 2006, then the year 2007. Adding to the gradual increase in crime reported cases, figure four also signifies the alarming increase in number of driving under influence of alcohol or drugs related crimes reported cases.

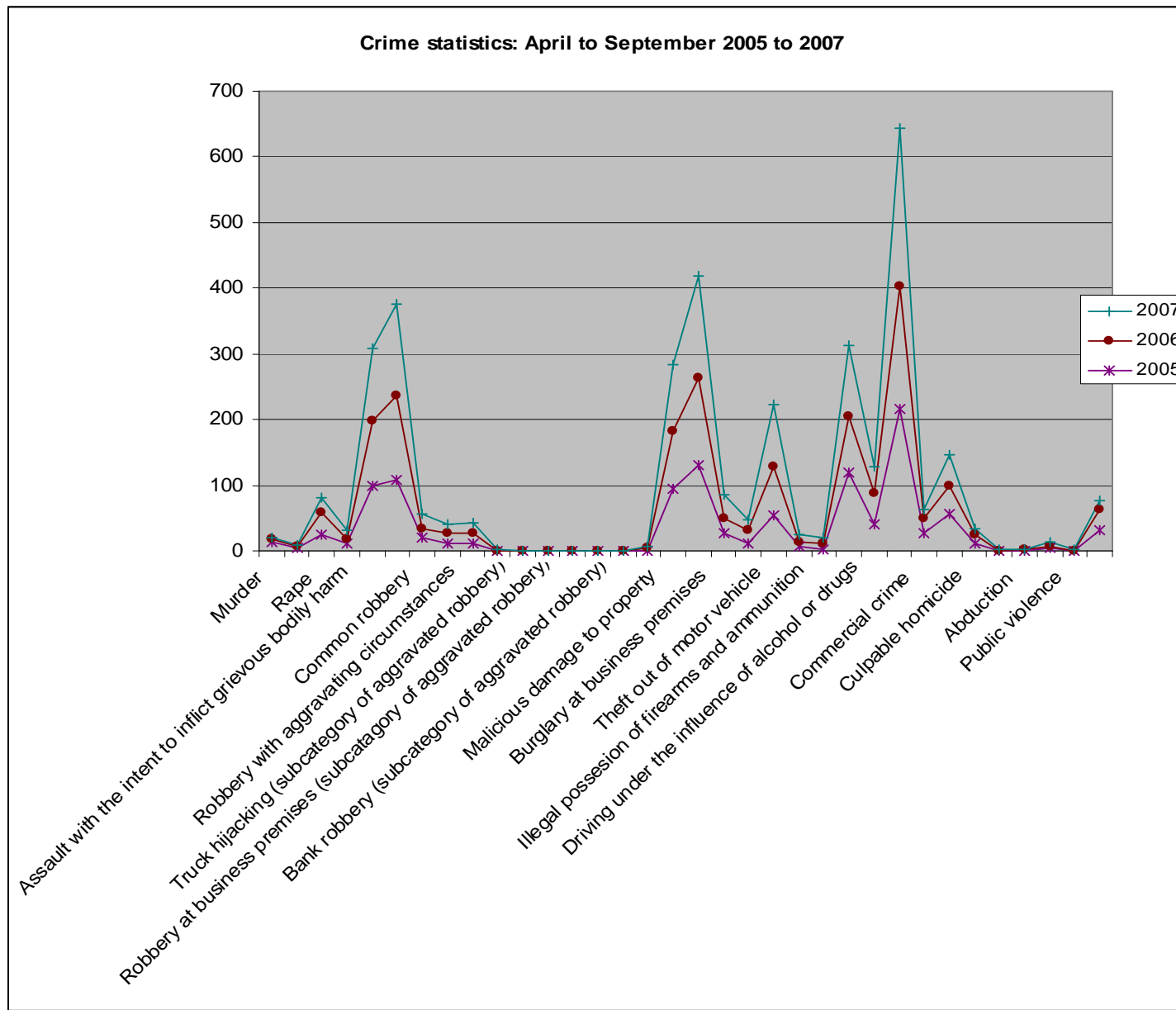


Figure: 4

In summary the above-mentioned socio-economic profile of Swartland highlights:

- A population of 72114;
- Dominated by coloureds;
- Large segment of children and youth;
- Low tertiary qualifications;
- Dominated by agriculture as an economic activity;
- High gap between rich and poor which is according to race;
- Fair access to basic services;
- With steady increase in HIV/AIDs death rates;
- With low levels of crime but gradually increasing when compared to the provincial and national levels; and
- Low unemployment rate.

The quality of life in Swartland is not dire, however, there are challenges that require strategic planning with implementation plans which will improve the lives of the people. For instance, the low level of tertiary education which has an effect on the economic sector highlights the need for programs such as the Youth Development Programs to drive projects, which will improve the living conditions specifically of the youth by increasing access to information, tertiary education study opportunities, and economic opportunities.

In response to that, the Swartland Youth Advisory Centre (YAC) was established through the partnership between Swartland Municipality and Umsobomvu Youth Fund as discussed in Chapter 2. However, as part of an effort to ensure that the programme contributes to the above challenge or serves its purpose, it has to be evaluated. This will help to determine if the programme really serves its purpose or not and consequently will provide guidance to decision makers to decide whether to continue with the programme or not, or to re-arrange the programme to serve its objectives and goals.

Hence this programme evaluation study is determined to achieve the following objectives:

- Determine the planned outputs for the Local Youth Development Program;
- Determine the achieved outputs of the programme; and

- Analyse if the achieved outputs correspond with the planned outputs.

To accomplish that, a program evaluation study will be carried out according to the research methodology discussed below.

3.3 Application of the Research Methodology

In order to obtain the answers to the research questions, the researcher found that the programme evaluation design is appropriate for evaluating the Youth Development Program. Rossi, et al (2004:28) summarise that “programme evaluation is the use of social research methods to systematically investigate the effectiveness of social intervention programs. It draws on the techniques and concepts of social disciplines and is intended to be useful for improving programs and informing social action aimed at ameliorating social problems”.

As alluded to in chapter 2, the type of evaluation to be carried out is determined by the reasons for the evaluation study. In light of that, Vedung (2000) highlights that there are three types of substantive evaluation models, namely, effectiveness models, economic models, and professional models. This study will therefore focus on effectiveness models because Vedung (2000) explains “effectiveness models include side effect evaluation, goal free evaluation, comprehensive evaluation, client oriented evaluation and the stakeholder evaluation”, and it addresses only the results of the intervention. Simultaneously, Kusek and Rist (2004:121) provide six types of evaluation which are, (i) performance logic chain assessment; (ii) process implementation; (iii) rapid appraisal; (iv) case study; (v) impact evaluation; and (vi) meta-evaluation, and emphasize that, “different types of evaluations are appropriate for answering different kinds of questions. There is no one-size-fits-all evaluation template to put against variety of questions”.

Amongst the seven types of evaluation, process evaluation is the evaluation type found appropriate to be used in this study. Chapter two of this document alluded to process evaluation as a process where the evaluator distinguishes between programme implementation and outcomes.

Having provided an overview of the process evaluation, it is vital to provide an answer to the question of how to carry out the process and impact evaluation study. Highlighting the importance of choosing the correct method as the first step of carrying out the evaluation study, Posavac and Carey (1996:43) argue that, “merely selecting a quantitative tool in order to substitute relevant numbers for a subjective reaction does not satisfy the need for a standard. The point is to choose criteria and develop standards of program quality that will permit us to carry out useful program evaluations. Many evaluators have emphasized the importance of sound research design; however, just as a chain is only as strong as its weakest link, the thoughtless selection of criteria can lead to a failed evaluation just as surely as an inappropriate research design can”. Posavac and Carey (1996:51) further state, “since criteria and standards are chosen for specific programs, it is impossible to list the criteria that evaluators might use in conducting specific program evaluation”.

This highlights the significance of choosing the correct method of evaluating the program, and the use of correct methods of data collection and relevant data sources. The data to be collected is determined by the research questions and the answers to those questions will enable the researcher to make research findings and recommendations.

Hence, the research questions for this process evaluation study are as following:

- a) Has the program been implemented as planned?
- b) Have the stated goals of the program been achieved?

In order to provide data according to the two evaluation questions stated above, two evaluation approaches will be utilised.

3.4 Evaluation Approaches

Owen and Rogers (1999:48) state that approaches which are consistent with this evaluation study include:

3.4.1 Process-outcomes studies: This involves not only determining outcomes but also measuring the degree of implementation of the program. The need for attention to implementation arose from the mistaken notion that social and educational programs

were always delivered in ways that were consistent with program intentions. It is thus important to use this approach in order to avoid the mistake mentioned above. Rossi et al (2004:171) suggest the following question to be used in this evaluation:

- How many persons are receiving services?
- Are those receiving services the intended targets?
- Are they receiving the proper amount, type and quality of services?
- Are members of the target population aware of the programme?
- Are necessary programme functions being performed adequately?
- Is staffing sufficient in numbers and competencies for the functions that must be performed?
- Is the programme well organized? Do staff work well with each other?
- Does the programme coordinate effectively with the other programmes and agencies with which it must interact?
- Are resources, facilities and funding adequate to support important programme functions?
- Is the programme in compliance with applicable professional and legal standards?
- Are the participants satisfied with their interactions with programme personnel and procedures?
- Are the participants satisfied with the services they receive?
- Do participants engage in appropriate follow-up behavior after service?

In determining if the program is implemented according to plan by gathering data as per the questions above, documents such as the Memorandum of Agreement between Swartland Municipality and Umsobomvu Youth Fund; the Strategic Plan of the Department of Community Services, and YAC monthly plans and reports were analyzed. Besides the document analysis, a semi structured interview was conducted with YAC staff members. Therefore this evaluation approach will consequently provide answers to the first research question.

3.4.2 Objectives-based evaluation: “This involves judging the worth of a program on the basis of the extent to which the stated objectives of the program have been achieved. It should be noted that objective-based evaluation represents the foundation of evaluation practice. Therefore, this approach will be used to answer the second research question by determining what the planned objectives of the program are. In doing so, documents such as Swartland Municipality’s annual plans and reports; Department of Community Services strategic plans and reports and YAC plans and reports were analyzed. Secondly, semi structured interviews with the two staff members of the Youth Advisory Centre; Senior Community Development Officer, and Director Department of Development; and Municipal Manager and the IDP Manager were conducted to compare the achieved outputs of the program.

Although in the two evaluation approaches names of the target groups have been mentioned, it is still important to portray the population and samples of the research study as this will determine specific groups which provide data for specific questions.

3.5 Population

Koch (2008) refers to population “as an entire group. “A population is a set of persons (or objects) having a common observable characteristics. For example a group of people admitted for the purpose of receiving medical treatment and care. A population may be comprised of all patients suffering from a specific disease or undergoing a specific form of treatment (Koch, 2008)”. Meier et al (2008:173) add that, “population is the total set of items that we are concerned about”.

In this study, the population is comprised of Swartland Municipality staff who are involved in the Youth Advisory Centre, namely, Career Guidance Advisor; Outreach Officer; Senior Community Development Officer; Director of the Department of Development; Integrated Development Plan (IDP) Manager; and the Municipal Manager. This population will be broken down into units in order to obtain the information regarding phenomenon in a way that represents the population of interest, and this process is called sampling.

3.6 Sampling

Sampling is described by Mertens (2005) as the method used to select a given number of people (or things) from a population. Trochim (2006) in elaborating sampling, states, “the major question that motivates sampling in the first place is: Who do you want to generalize to? Or should it be: To whom do you want to generalize”. Sampling can be described as “the procedure a researcher uses to gather people, places, or things to study. Mertnes (2005) adds that “Henry (1990) divides sampling strategies into probabilistic and non probabilistic”.

Both sampling approaches have various methods, for example probability sampling methods are: simple random sampling; stratified random sampling; systematic random sampling and cluster random sampling. The methods of non-probabilistic sampling are: quota sampling; convenience sampling; purposive sampling; and snow ball sampling.

The researcher will also make use of non-probabilistic sampling with purposive sampling. Purposive sampling is where the researcher targets a group of people believed to be typical or average, or a group of people specially picked for some unique purpose. Trochin (2006), in support of that, states, “in purposive sampling, we sample with the purpose in mind. We usually would have one or more specific predefined groups we are seeking. Purposive sampling can be very useful for situations where you need to reach a target sample quickly and where sampling for proportionality is not the primary concern”.

Furthermore, narrating disadvantages of purposive sampling, Trochin (2006) states, with a purposive sample, “it is highly likely to get opinions of the target population, but also likely to overweight subgroups in the population that are more readily accessible”. Trochin (2006) further provides that modal instance sampling; expert sampling; heterogeneity sampling; snow ball sampling and quota sampling are subcategories of purposive sampling. In this study, expert sampling is the sub category of purposive sampling to be used. Expert sampling as indicated above, involves the assembling of a sample of persons with known or demonstrable experience on some area. There are two reasons to do expert sampling. First, because it would be the best way to elicit the views of persons who have specific expertise. Second, expert sampling can be used to provide

evidence for the validity of another sampling approach which has been chosen". The expert sampling in this study is the assembling of known experience of the Career Guidance Advisor; Outreach Officer; Senior Community Development Officer; Director Department of Development; IDP Manager and the Municipal Manager. Once the sampling process is done, the next step is to identify the instruments to be utilized in order to gather the information from different samples.

3.7 Instruments for Data Collection

Although different methods of data collection have been mentioned in passing previously under the sub heading 'Evaluation Approaches', it is necessary to provide a detailed description of what are the different types of tools for data collection which will be applied. This will motivate the reason why each data collection tool is used in a specific sample. Supporting that, Welman et al (2005:135) state, "once we have decided on a particular research design, we have obtained our research participants according to our chosen sampling procedure in order to carry out the research. We then have to consider which data-collecting method is the most appropriate in the light of the research problem and the particular population in question".

Welman, et al (2005: 149) refers to the data-collecting methods as the measuring instruments with which the types can be categorized into two groups namely, Secondary data and Primary data. Wilman, et al (2005:149) state, "Secondary data are the information collected by individuals or agencies and institutions other than the researcher him- or herself. Primary data are original data collected by the researcher for the purposes of his or her own study at hand". In this study, both Secondary data and Primary data will be used to collect data to answer the research questions in order to meet the research objectives as indicated in Chapter one.

3.7.1 Instruments for the Secondary Data Collection

The researcher will make use of the two methods of data collection discussed above as discussed below.

3.7.1.1 Secondary Data: Document Analysis

The secondary data to be utilized in this study is the content analysis. Welman, et al (2005: 151) highlight that “this measuring method entails investigating the means of communication of: the mass media such as newspapers; magazines; and films; organizations and associations, for example minutes of the meetings; and those for a more personal nature such as paintings, diaries, personal letters and so on”. Welman, et al (2005:221) further highlight that content analysis can be described as a quantitative analysis of qualitative data and it involves the following step: describe the phenomenon to be analyzed; define the universe of appropriate media and choose the sampling methods; present a description of the manner in which the units of analysis should be coded and train the coders.

In this study, content analyses will be carried out at two different levels, the first of which is content analysis to identify the planned outcomes of the YAC program through the analyses of relevant documents as indicated earlier in this chapter. Secondly, content analysis will be carried out to identify what the programme has achieved. Once the document analysis is finished, the researcher will carry out primary data collection.

3.7.1.2 Primary Data Collection Instruments:

In this study the primary data collection method that will be used is the semi structured interviews.

a) Semi-structured Interviews

To gather more information on what the YAC planned to do, and what it has achieved, a semi structured interview with two YAC staff members will be used as an instrument. In addition, semi structured interviews will also be held with identified senior staff members

of Swartland Municipality involved in the YAC program to further determine the planned outcomes of the YAC program; as well as the actual outputs. Welman (2005) supports that “the interview may vary from methods that are completely unstructured on the one hand, to those that are completely standardized and structured, such as those used in survey research on the other hand. Although there are three types of interviews, namely, structured interviews; unstructured interviews and semi structured interviews. In all cases the interview functions as a data-collecting method, and as such should be distinguished from therapeutic or counseling interviews in which the objective is to help clients”.

Furthermore, describing semi-structured interviews Welman (2005) states that in semi-structured interviews the researcher has a list of themes and questions which may vary from one interview to the next. Interview guides are used in the semi-structured interviews. An interview guide involves a list of topics and aspects of these topics that have a bearing on the given theme and that the interviewer should raise during the course of the interview.

In order to conduct semi structured interviews, the following four steps will be carried out:

Preparing for an interview, the step for a semi structured interview includes, (a) analyses of the research problem; (b) understanding what information must be obtained from an interviewee; and (c) identification of those who would be able to provide the information. After these activities, interview questions which are consistent with research problem will be drafted.

Pre-interview is the second step and includes emphasizing that (a) interviewers should schedule their time properly; (b) the interviewer should dress in more or less the same way as the respondents; (c) interviewers should avoid any indication that affiliates them to any organization; (d) interviewers should not engender resistance against the respondent; (e) the equipment to be used in the interview is working properly, and (f) interview skills should be rehearsed. The third step is the **Interview**, this step outlines the process of the interview to ensure better understanding between the interviewer and the respondents in order to obtain the data required from the respondent.

The last step is **Post Interview** which is mainly to ensure that the interviewer has recorded what was said during the interview as the data received from this data collecting tool will be used in the later stage.

The evaluation methodology discussed above will not be successful if the program evaluation standards such as utility standards; feasibility standards; propriety standards and accuracy standards as discussed in chapter two are not taken into consideration. Therefore program evaluation standards will be adhered to collectively with the evaluation principles which are systematic enquiry; competence; integrity or honesty; respect for people and responsibilities for general and public welfare.

3.8 Conclusion

In essence, this chapter has been dedicated to discuss the application of the selected research methodology by initially providing an overview of the Swartland socio-economic profile. The reason for providing the socio-economic profile of Swartland is to provide a content of why the Youth Program was established and therefore why it is necessary to evaluate the Youth Program.

Moreover, this chapter has discussed in detail the manner in which the program will be evaluated. This is done through discussing the research design; evaluation approaches; population; sampling and data collection instruments. Therefore this chapter will guide the implementation of the evaluation and its collection of data which will be discussed in chapter four.

CHAPTER 4: Research Findings

4.1 Introduction

This chapter provides the presentation of data collected as prescribed in Chapter 3 of this document. This will be achieved by discussing the data collected on what the implementation plans for the programme from July 2006 to April 2009 were. Furthermore, the chapter will also present the data collected on what the programme has achieved for the period of its existence.

4.2 YAC Implementation Plan

Firstly, as indicated in Chapter 3, this study will determine what the programme planned to achieve. This will be done by analysing documents such as the Memorandum of Agreement between Swartland Municipality and Umsobomvu Youth Fund; Swartland Annual Reports; and YAC monthly, quarterly, and monthly plans.

4.2.1 Memorandum of Agreement (MoA) between Swartland Municipality and Umsobomvu Youth Fund

The Memorandum of Agreement (MoA) between Swartland Municipality and Umsobomvu Youth Fund (2006) alludes that the YAC programme has to disseminate information to beneficiaries. This activity will ensure that beneficiaries are: (i) provided with information on lively hoods; (ii) guided in making informed decisions about their careers and personal lives, and are prepared for the world of work, for example compiling a curriculum vitae and conducting interviews; (iii) guided and supported in finding exit opportunities, and are referred to the products of the Fund and external sources of support for livelihood opportunities; and (iv) are assisted in filling in application forms.

The MoU provides the performance indicators for all the outcomes expected of this activity. For example, to ensure that beneficiaries are provided with information on

livelihoods, the YAC was expected to reach 750 beneficiaries through youth visiting YAC offices and 1000 beneficiaries through outreach programmes. The table below further provides all indicators for each outcome expected from the YAC to be achieved per quarter.

ACTIVITIES	OUTCOMES	SUCCESS INDICATORS
Disseminate information to beneficiaries	Beneficiaries are provided with information on livelihoods.	1750 beneficiaries' information and support from the YAC point. 750 through the "walk in centre" and 1000 through outreach.
	Beneficiaries are guided in making informed decisions about their careers and personal lives.	80 percent beneficiaries from the walk ins should have developed career or Personal development plans.
	Beneficiaries are guided in preparing for the world of work e.g. compiling CVs and conducting oneself in interviews.	50 percent beneficiaries should have been provided with further support which includes CV writing, CVs loaded in job preparation workshops or one on one sessions and referred to exit opportunities such as jobs, learnerships, employment, self employment, studies, and training.
	Beneficiaries are guided and supported in finding exit opportunities. Beneficiaries are referred to as the products of the Fund and external sources of support for livelihood opportunities.	100 percent walk in interaction should be captured on the case management system.
	Beneficiaries are assisted in filling in SAY application forms.	100 percent one on one interactions and group workshops and presentation through outreach should be captured on the Case management System.
	Market the YAC point activities and increase profile within their service area.	Schools, and NGOs, Youth Clubs and Religious affiliations are aware of YAC services. Partners for exit opportunities are secured.
		The YAC point has established good working relations with the allocating agents for the Voucher Programme for recruitment of unemployed youth to programmes, Government Communication Services (GCIS) and Labour Centers.
		The YAC Point has established own database for referral purposes.

The above MoU set the foundation of what Swartland Municipality would like the YAC to do for the youth in the Swartland, and what the Umsobomvu Youth Fund would like the YAC to achieve in assisting youth development. This therefore presents a challenge to both the YAC and Swartland Municipality to unpack the above expected outcomes in a manner that will be pragmatic and accessible to the youth of Swartland. The first step which was carried out by Swartland YAC in that regard was to break the above activities into annual plans which are mostly expressed as the Annual Strategic Plans, and quarterly plans.

4.2.2 Strategic Plan for Department of Development

The researcher found that the Department of Development does not have a strategic plan as it only uses its quarterly plans, and reports which will feed into the quarterly plans of the Municipality. Besides the data which will be gathered from the YAC quarterly plans, the researcher found that the Swartland Annual Report (2007-2008:75) highlights that, 500 is the target number of youth to be capacitated with study and employment in that financial year.

As indicated above, the researcher made use of the YAC quarterly plans to further gather data on the YAC implementation plans. However, it was discovered not all the YAC's quarterly plans were available due to the computer crash experienced at the end of the year 2008. The researcher therefore made use of the available quarterly plans, and will discuss them in months instead of quarters.

4.2.3 YAC Quarterly Plans

It was found that, in May 2007 the YAC planned to co-organise a Swartland Youth Camp with the Swartland Youth Forum. The camp was going to take place on the 11th to the 13th May 2007. On the camp the YAC would disseminate information on the products and the services of Umsobomvu and motivate young people to partake in youth activities and to grasp opportunities that exist within various sectors. In addition, the YAC also planned to visit various high schools to follow up on the career exhibition to ensure that all students were exposed to career counseling and support.

Furthermore, in June 2007 the YAC planned to host, in partnership with the Red Door organisation, a workshop on 'How to write my own Business Plan' which would be to equip entrepreneurs with business skills since it was identified that most of the young entrepreneurs were experiencing difficulty in writing their own business plans.

Following that, the YAC was going to host its second economic opportunities workshop which was going to take place over a two week period. The first session would be conducted on the 7th and 8th August 2007. This workshop was planned to accommodate twenty beneficiaries from Moorreesburg, Riebeek– Valley, Koringberg and Withoogte. The next workshop was planned to be conducted on the 14th and 15th August 2007 in Malmesbury and would include entrepreneurs from Malmesbury, Illingelethu, Darling, Riverlands, Chatsworth, Abbotsdale and Kalbaskraal.

The objectives of these workshops were to provide the young entrepreneurs with the necessary skills and know how to manage and to expand their current businesses. The YAC identified the need for such a particular workshop as young entrepreneurs were struggling to participate in the economic sector as they did not know how to manage their resources effectively and to portray their businesses or ideas as viable. Lastly, in August, the YAC planned to recruit unemployed youth from all Swartland areas to apply for YAC Volunteers programme.

In September 2007, the YAC planned to host a one week life skills training in Swartland whereby it would involve all its partners in this particular training. The YAC identified the gap for the training as young people in the Swartland area seemed unaware and/or reluctant to explore their personal competencies. As a result they did not make use of the available resources. The core of the training was to stimulate and foster personal development and for young people to make sense of their environment.

In October 2007 the YAC intensively focused on career guidance and support for applicants who wanted to continue their studies and was going follow up on all beneficiaries that were assisted with career choices, bursary application forms and career advice. The YAC planned to extend the life skills training to the different Correctional Service Centres in the Swartland area to identify the skills and

competencies of inmates in order to guide them in the best possible career choices. It also planned to visit different youth groups to advise them on the importance and procedures of writing a curriculum vitae (CV).

The researcher found that in November 2007 the YAC was going to make the necessary preparations for the Sondeza Afri-Youth camp which was planned to take place on the 26 November till the 7th of December 2007. The Career Counsellor was tasked to ensure that volunteers receive training on awareness of what their roles and responsibilities would be on the camp. Therefore, training of Sondeza volunteers for co-facilitators was planned to take place that this month. In addition, the YAC was also going to follow-up on students who applied at tertiary institutions.

Lastly in 2007, the YAC programme also recognized the need to have a database of youth who did not have CVs in the Swartland area. Therefore the YAC planned to contact the various youth forums and partners in its municipal area to submit names of youth that did not have CVs and those that did not have access to computers.

In January 2008 the YAC would ensure that the young people have complete and updated CV's to enable them to start early the next year to pursue employment within their respective areas.

Continuing on the planned activities for the YAC, the researcher found that in April 2008, the YAC was going to conduct a workshop for two local dance groups within Kalbaskraal on "Spanwerk en ons gemeenskaplike doel!", which means Teamwork and our mutual goal. The objective of the workshop was to educate the dance groups about the importance of team work, how to streamline their respective dance groups in a manner that would not be hostile and invite conflict but would portray each dance group's distinctive traits. In addition, it also planned to mobilize youth to apply for the ambulance five (5) weeks' training which was available at the Department of Health, after which the applicants would be contracted for a year to work as ambulance assistants. In addition, it planned to invite various youth to apply for the Expanded Public Works Programme (EPWP) and National Youth Service (NYS) learnership for bricklaying or masonry; plumbing; painting and plastering; electric and air conditioning and mechanical and general maintenance.

Internally, during March 2008, the Swartland YAC wanted to enhance their services by putting up notice boards in all the Swartland communities to increase their visibility (transparency), provide the youth communities with information regarding careers, self-employment, matters pertaining to tertiary applications, economic development, etc. In essence, the notice boards would have a two-fold purpose, to advertise and to provide information on a continuous basis to unemployed youth, youth forums (clubs), and interested parties.

For May 2008, the researcher discovered that extensive outreach activities were planned to take place especially in the remote areas of Swartland such as Darling, Moorreesburg and Koringberg to make information available to youth groups and young people regarding exit and economic opportunities, and the referral agencies that exist in their communities or areas.

In June 2008 a life skills training workshop was going to be conducted in Ward 7 in Chatsworth and Riverlands. The training would be conducted by the Zafira IT Foundation and with other relevant role players such as the South African Police Service (SAPS), Social Development, local municipality, and other interested role players. This was going to cater for a maximum of 120 participants to attend the training sessions which would take place over a period of 2-4 days. Various programmes would be offered to the participants to enhance their concentration, to provide information on HIV/AIDS, sexuality, general life skills such as personal hygiene, and skills training in painting and beading.

For the year 2009, the researcher found that, in February 2009 the YAC planned to make the necessary preparations for the career exhibition that was going to take place on the 16th of March 2009. This included sending of letters to all schools in the Swartland area and to the relevant circuit managers of the Education Department. Invitations would be sent to financial institutions such as banks and companies to market their services and products as well as speakers for the day.

On the same month, the YAC envisaged to conduct a peer education training course in partnership with CANSA (Malmesbury). The objective of the training was to sensitize women and young women on the following areas:

- Sexuality;
- Women's Health;
- Sexually transmitted infections (STI);
- HIV/AIDS;
- Contraception; and
- Cancers of the reproductive system

A tender workshop was also going to be conducted in partnership with Red Door to provide relevant information regarding tender procedures to entrepreneurs as this became a one of the sources of income in Swartland area. In the third month of 2009, as mentioned above, the career exhibition was planned to take place in the Malmesbury Town Hall and an estimate of 1500 learners was expected for the career exhibition. In the same month the YAC would also compile a funding proposal for the West Coast District Municipality to make funds available to place notice boards in all Swartland towns to advertise and disseminate information on youth projects, learnerships, bursaries and other exit opportunities.

Another funding proposal would be submitted on April 2009 to the West Coast District Municipality for a First aid training course for unemployed youth in Moorreesburg. The objective of the first aid training was to capacitate unemployed youth in Moorreesburg area and to extend the course to the basic ambulance assistant course. The first aid course was a precursor to the basic ambulance assistant course. It also planned to recruit youth to participate in the EPWP learnership of the Department of Health's Home based care.

Besides the narrative explanation on the YAC projects provided above, the table below provides statistical data of what the YAC planned to do from July 2006 to April 2009. A more detailed analysis of these statistics will be provided in Chapter 5 where the data analysis and findings will be carried out.

Table: YAC Plans from July 2006 to April 2009

KEY OUTPUTS	Target Jul 2006 to June 2007	Target August 2007 to December 2007	Target January 2008 – March 2008	Target July 2008 – October 2008	Target November 2008 – January 2009	Target February 2009 – April 2009	Total Planned Outputs
Information Provision through outreach.	200	500	350	350	350	750	2500
Information Provision through Walk-Inns		150	181	194	150	0	675
Career Guidance & Support	180	150	150	150	150	250	1030
CV Writing & Job Preparation		100	100	100	100	250	650
Youth Activities/Meetings	150	350	350	350	350	0	1550
Business Development, Support and exit opportunities	70	0	150	150	150	500	1020

Having discussed what the YAC has been planning to do through the usage of the Memorandum of Agreement between Swartland Municipality and Umsobomvu Youth, and the YAC's quarterly plans, the researcher found it necessary to compare the planned activities with the achieved or carried out activities. Therefore, the researcher had to also gather data on the YAC's achievement as discussed below.

4.3 Yac's Achievements since 2006

In gathering data on the YAC's achievements the researcher had to utilize the YAC's quarterly reports; Swartland Municipality's Annual Report; Semi-structured interviews with YAC staff members; and Senior Community Development Officer and the Director

Department of Development; as well as the IDP Manager and the Municipal Manager, as prescribed in chapter 3.

However, the following shortcomings were experienced:

- Not all of the YAC's quarterly reports could be found due to the YAC's computer crash which led to the loss of some of their data, therefore the researcher will discuss the YAC's quarterly report by months;
- The IDP Manager who had some experience in Swartland Municipality and had some interaction with the YAC programme resigned and by the time of carrying out the interviews, Swartland Municipality had just appointed a new IDP Manager; and
- The Municipal Manager felt it was not necessary to participate in the interview as his senior staff members participating would provide the same understanding and views about the YAC programme.

4.3.1 YAC's Quarterly Reports

In light of the above shortcomings, the YAC's quarterly report dated February 2007 indicates that, on the 14th of February 2007 the YAC provided information about the services and products of Umsobomvu at the event called Celebrating Innocence which was hosted by clinics within the Swartland area. All schools in the Swartland area were invited to send learners to their respective clinics that should provide learners a platform to gain knowledge and opportunities to assist them in making informed decisions about their health, lifestyle and careers. It also launched an Economic Opportunities Workshop on the 15 February 2007 whereby it invited all relevant role-players within the economic sector such as Government Communication and Information Systems (GCIS), Red Door, Department of Labour, Umsobomvu Youth Fund, local Tourism Bureau, and Swartland Municipality. The YAC classified this workshop as a great success and follow-up workshops would be conducted in the following quarter.

In March 2007, the YAC assisted local high schools in Malmesbury to attend a career exhibition, which was held in Paarl. Learners from the various schools who attended the exhibition visited the YAC Point for further assistance and career guidance. In the same month, the YAC assisted five (5) Young Entrepreneurs through the:

- Chicken Licken Franchise (telephonic reference, Internet facilities, Red door referral);
- Catering and Décor Business (assisted with Application form for Voucher and exit opportunities);
- Hairdresser business (referral to Red Door);
- Transport business (telephonic and registration assistance, referral to Red Door, assistance with voucher programme); and
- Assistance and guidance for registration of Carpentry business

Adding to that, three young women were sent to Bellville to attend a workshop on community leadership which was held in collaboration with the University of Stellenbosch. The YAC helped these young women to attend the workshop by means of telephonic referencing, queries and faxing of application forms, and in addition, nine young people were admitted to the Community Leadership Academy. Upon completion of these workshops, these young people could fulfill roles of community leaders within their respective communities. Furthermore, the YAC attended several youth meetings and played a fundamental role in the formations of two youth forums in the Swartland, namely, Riverlands and Ilinge Lethu.

From March to April 2008, the YAC delegated fifteen (15) young people in the Swartland area to attend a Youth Summit meeting at Lamberts Bay, which was organised by the West Coast District Municipality and the Department of Economic Development and Tourism. The main objective of the Summit was to provide the younger generation with an opportunity to inform and shape policies, strategies, plans and programs of the government on economic development issues in the West Coast District.

There is evidence that, the YAC organized and facilitated a Swartland youth camp at Apostel Battery, Hout Bay on the 11-13 May 2007. The aim of the camp was to formulate and adopt a Constitution for the Swartland youth forum and to elect a Management Committee. One of the cornerstones of the Swartland Youth forum was to address the social and economic needs of young people in the Swartland. This was followed by the first meeting of Swartland Youth Forum which was held on the 19th May 2007. In addition the YAC on request of the Department of Labour, secured thirty (30) unemployed youth to take part in a Project Management workshop.

However, in June 2007 the YAC had a relatively quiet month because of the preparations for the mid year school examinations and vacations. But prior to the closure of schools in the Swartland area, the YAC provided career guidance, application forms for the respective tertiary institutions, and bursary application forms to students in Ilingeletu and Abbotsdale.

In addition, the YAC accommodated students from Ukuthwalana Projects from Worcester for a two week practical from 11 to 22 June 2007. The Ukuthwalana Project focuses on community development, Life Skills training, computer training and youth development.

Furthermore, during the same month, the YAC mobilized thirty (30) students for a June 16 event in Piketberg which was hosted by the West Coast District Municipality, played a role in marketing the June 16 event which was organized and hosted at the Ilingeletu Multi-Purpose Community Centre, and also assisted the West Coast District Municipality to mobilize 15 students from poverty-stricken communities in the Swartland to attend a Life Skills Youth camp at Ganzekraal Holiday Resort which was held from the 29th June 2007 to the 1st of July 2007 where students were educated and informed about HIV and AIDS, career guidance and Life skills development.

In July 2007 the YAC carried out the necessary preparations to host Business Development trainings which were going to take place during the month of August in partnership with Red Door and the economic development Innovation Centre in Malmesbury for interested and upcoming entrepreneurs from all over Swartland. Further, the researcher discovered that the YAC assisted three entrepreneurs from Ilingeletu with guidance and the information on the products and services of UMSOBOMVU with regards to business financial assistance and opportunities in the transport and hospitality sectors. It also assisted two young carpentry entrepreneurs from the Riebeek Valley with the registration of their businesses and supported five young entrepreneurs to successfully obtain tenders and contracts from the EPWP. In addition, YAC also provided support to one woman to fully participate in the Women in Construction Project of the Western Cape Government and supported another female entrepreneur in the hospitality sector by linking her up with exit opportunities.

From May 2007 to July 2007 the YAC's quarterly reports highlight the following as key achievements for the quarter: (i) nine (9) young people went to the Community Leadership Academy for leadership training; (ii) Thirty unemployed youth attended a project management workshop which was in partnership with the Department of Labour; (iii) the YAC assisted students from Swartland to be admitted to the West Coast College to do a Business Administration course; (iv) One of the YAC beneficiaries who consulted the YAC Point with regards to employment was being appointed as a youth worker at Elkana Child Care; (v) One of the YAC beneficiaries received a bursary for the duration of the course at the Cape Peninsula University of Technology(CPUT); (vi) The YAC identified participants to partake in Women in Construction workshop that was held on 11 July 2007.

The researcher found that during August 2007 the YAC assisted unemployed youth with the compilation of fifty one (51) CV's and distributed various tertiary and bursary applications forms to high schools in an effort to stimulate career guidance awareness. The YAC also recruited and assisted seven (7) unemployed youth from the poverty-stricken communities to enter into a brick-lay learnership. The participants had to undergo a three month practical training; upon completion of the training, they would sign a contract with ASLA Construction Company in order to receive employment in a construction environment. In addition the YAC submitted names of two students from the Swartland area who were currently studying Mechanical and Electrical engineering at the Cape Peninsula University of Technology (CPUT) to Eskom to be considered for bursaries.

In September 2007 the YAC assisted twenty nine (29) youth with compilation of CVs, distribution of internship application forms from the Department of Correctional Services to Malmesbury youth of which two unemployed youth were successful, and assisted two students from Ilangelethu with admission to the University of the Western Cape. The YAC organised an "Is ons kinders nog veilig veldtog" campaign in partnership with SAPS Family Protection Unit and South African National Cancer Association (SANCA) to create awareness and to educate community members about the importance of being involved in the development of their children, with special reference to their educational and or academic and extra-mural activities. It also organised a "Koringberg life skills

programme" which was attended by seventy five (75) children and the emphasis was on job-preparation, job-hunting, decision-making processes, CV writing and essential life skills in contemporary society. The YAC Point also assisted the Sondeza volunteer programme with the Afri-Youth Sondeza camp at Ganzekraal which included liaison with Space Youth Organisation affiliated to the Huguenot College in Wellington which was identified to train the youth volunteers for the camp. The YAC also placed pamphlets on strategic points and took part in the selection and interview process of the International Computer Driving License Training offered by the Department of Correctional Services.

Furthermore, during October 2007 the YAC managed to assist the youth with the compilation of eighteen (18) CVs; to play a role in the Moorreesburg Youth Forum Idols talent show which was mainly to educate young people in the Moorreesburg area about Substance Abuse, HIV/AIDS, and teenage pregnancy, and to attend the Swartland Municipality division meeting which served as a platform for the YAC to inform municipal officials about YAC services.

At the same time the YAC was preparing Swartland's first career exhibition, and on the 6th of October the Outreach Officer with five (5) youth delegates from the Swartland Municipal area attended a Youth Strategic Workshop which was organized by the West Coast District Municipality and the Youth Commission. The workshop was organized mainly to introduce the youth of the West Coast area to the Local Units and Youth Councils which were going to be established in the West Coast district area.

In highlighting its key achievements from August 2007 to October 2007, the YAC reported that, (i) various economic opportunities were stimulated and as a result two entrepreneurs were guided and assisted in terms of business development, and one of the two entrepreneurs successfully secured a tender; (ii) the YAC submitted twenty Bankseta application forms to the local ABSA branch and two young people from Riebeek Valley received the learnership from Bankseta; (iii) seven (7) young people from Swartland communities entered into three months of practical brick laying training; (iv) registered thirty (30) young people in the New Venture Creation and twenty (20) unemployed youth in the International Computer Driving Licence training (v) secured full time employment for fifteen (15) unemployed people with security certificates; and (vi)

submitted ten (10) application forms for a Social Development bursary for the youth in Ilingeletu, Malmesbury, and Riebeek West.

It was found that the YAC started the year 2008 by providing career guidance and support by following up on tertiary and bursary applications. As a result twenty eight (28) students from Broodkraal and Koringberg were admitted to the Malmesbury FET College for the Office Management assistant course, with ten (10) Students from Riebeek-Kasteel admitted to the Malmesbury FET College for the Office Administration course. In addition the YAC managed to assist three (3) students in enrolling at the Cape Peninsula University of Technology (CPUT), another three (3) students at University of Western Cape, one (1) student at Huguenot College; and one (1) student was successfully supported with a bursary and enrolment at the University of Stellenbosch. In the same month the YAC assisted with compilation of forty two (42) CVs.

It was further found that in the second month of 2008 the Swartland YAC launched its first career exhibition on the 25th of February which was attended by forty four (44) tertiary institutions and local institutions such as the Department of Labour, Swartland Municipality, ABSA Bank, Nedbank, and the local Police Service with a total of 1719 learners attending the exhibition from all over the Swartland area. A further twenty two (22) CV's were typed.

However the YAC did not type any CVs in March 2008 due to the agreement with the Ilingeletu Thusong Service Centre to make an office available for CV writing based on the demand for this service and a volunteer was appointed to carry out this function under the guidance of the YAC. It was reported that the YAC assisted one entrepreneur with a business plan and a referral to Red Door and Business Creation Venture for training. Another entrepreneur was provided with tender forms and three (3) entrepreneurs enrolled in business management training with the assistance of the YAC.

In terms of the exit opportunities, eight (8) youth were assisted in with filling out and submission of job application forms to Correctional Services, five (5) to the Department of Minerals and Energy, sixteen (16) to ABSA Bank, four (4) to PPC; two (2) were appointed for learnerships in Arcelor Metal and three (3) young unemployed people were assisted with application for the learnership in the Department of Health.

In July 2008 life skills training around personal hygiene, training on how to make gift packs out of beads and how to do painting on fabrics was conducted by the Zafira IT Foundation for the learners of Riverlands Primary School and was attended by eighty (80) learners. While in August 2008 the YAC conducted an “applying for a job workshop” in Kalbaskraal to enable the youth to adapt their CVs to the requirements and specifications of advertised posts. This workshop was attended by a total of twelve (12) unemployed youth.

In the same month the YAC with partners such as the Community Development Workers (CDWs) of the Swartland Municipality, the Swartland Development Foundation (TSDF), Correctional Services, Love life, Ilingeletu Art & Culture Dance group, The Methodist Church (Malmesbury), West Coast College and TB Care Association drafted a Programme for the Moral Regeneration Project (MRP) in Malmesbury which was piloted in Malmesbury on the 17-19 October 2008. The aim was to contribute towards the community through developing youth and promote social and moral values and maintaining human dignity. The YAC also hosted “*Women’s Day Event: Unleashing Women’s Potential in the 2nd Economy*” in partnership with the Swartland Development Foundation (TSDF) and Red door, after which the YAC conducted a *co-operative workshop* which was facilitated by Red Door.

During September 2008 the YAC hosted two entrepreneurial workshops, namely a tender workshop which provided insight presentations on Swartland Municipality's supply chain and was attended by eight (8) entrepreneurs, and voucher Programme workshops which were also attended by eight (8) entrepreneurs and specifically provided awareness on the Umsobomvu Youth Fund Voucher Programme. In addition, on the 24th of September the YAC partnered with SAPS Malmesbury, and other various organisations in presenting a community project against Alcohol and Drug abuse.

The YAC launched the Swartland “*Moral Regeneration Project (MRP)*” and hosted a praise and worship session to create awareness of morality of young people in the Swartland area and on how the youth should strive to be morally responsible towards themselves and other people. These two events were attended by approximately eighty (80) people. Furthermore, the YAC distributed application forms and advertisements for

the “*Darling Housing Project*” to recruit young people to the project and started a two week life skills training session that started with fifteen (15) participants on the 27th October 2008.

In terms of Career guidance, the YAC assisted eight (8) prospective students with the completion of bursary and tertiary application forms, assisted fifty (50) young people in attending a music and art festival in Vredenburg organised by the Department of Social Development., and trained interested young people to be volunteers on the two-week-long Sondeza camp.

From August 2008 to October 2008 the YAC played a role in Darling Youth in Housing aimed at providing learners with training opportunities and enhancing their skills for employment in the construction industry. The youth who participated in this programme were provided an opportunity to apply their theoretical skills practically with ASLA Company which allows them to build approximately 5 houses.

In terms of employment opportunities, the YAC assisted one (1) beneficiary in securing a full time job at PPC Cement, one beneficiary enrolled for the Department of Health learnership mentioned above, and one (1) beneficiary in securing a job in Department of Social Development. In addition, in this quarter the YAC also assisted two (2) prospective students in applying in Boland and Northlink College; two (20) with their applications to University of South Africa (UNISA), and a total of twenty (25) with applications for Nursing R45 course from CPU

In October 2008, through the assistance of YAC, unemployed youth in the Darling area started with practical training in carpentry for the Darling youth in housing project. An amount of fifteen (15) young people started the training and had a two week life skills training which was facilitated by a National Youth Service (NYS) facilitator.

The Career Guidance Counsellor organised and facilitated training for ten (10) volunteers that assisted facilitators at the annual Sondeza Afri-youth camp that took place on the 25th November till the 5th of December 2008, approximately eighty (80) children from across the West Coast district and countries such as Germany, England, and Egypt attended the camp.

In November 2008 the YAC carried out follow-ups for beneficiaries that applied for admission at tertiary institutions and bursary assistance especially with regard to Nursing R425. The Outreach Officer ensured that every prospective student that applied for this course received a bursary application form. The YAC also assisted a total of sixty eight young people with their applications for "Learnership one Thousand".

Adding to November 2008, a total of fourteen (14) youth completed their carpentry (roofing) training for the Darling youth in housing project. The YAC also drafted twelve 12 CV's for the youth that participated in the Darling youth in housing project. The details of the beneficiaries of this project were sent to the Department of Housing to be registered on the Umsebenzi portal. During December, career guidance and support also formed the crux of the YAC's activities. Students accessed the YAC to view their results online and to contact bursary institutions. Prospective students also accessed the YAC to fax documents and to contact institutions telephonically. The YAC also partnered with the Malmesbury SAPS and other community stakeholders for "*16 days of Activism project*" which reached approximately 220 people.

Moving from 2008 to 2009, the researcher found that the YAC started the year by mainly focusing on career guidance, assistance and support as it assisted five (5) students in applying for the Nursing R425 course at Cape Peninsula University of Technology; one (1) for the Nursing assistant course at Netcare ; two (2) for the National Certificate in Speech & Drama at Northlink College; one (1) for the National Certificate in Welding at West Coast College; one (1) National Certificate: Building & Civil Construction at Northlink College, and one (1) for the National Certificate in Fitting & Turning at West Coast College. All these students received bursaries with the assistance of the YAC. In addition, the YAC assisted some students through internet and telephonic service to enquire and apply for Funza Lushaks Bursary; NSFAS; BCUR and LLB at the University of Western Cape.

Besides the career guidance, assistance and support, the YAC also carried out business development support and assisted youth with their CVs in the same month, as it assisted one (1) Close Corporation (CC) with registration; and typed 20 CVs, and distributed pamphlets on the service delivery exhibition called Jamboree organised by the South

African Social Security Agency (SASSA). In addition, the YAC also contacted beneficiaries in its database to apply for the EPWP learnership which was comprised of CETA accredited courses such as plumbing, carpentry; bricklaying; plastering and painting and it managed to secure twenty two (22) unemployed youth to participate in this learnership.

The YAC's monthly reports ended in January 2009 due to the shortcoming identified earlier. These monthly reports provided supplied the researcher with an overview of the types of projects the programme has carried out of which detailed statistics can be found below. These statistics will be discussed in chapter five where the analysis of data will be carried out.

YAC Actual Achieved Outputs

KEY OUTPUTS	Actual Output July 2006 to June 2007	Actual Output August 2007 to December 2007	Actual Output January 2008 – March 2008	Actual Output July 2008 – October 2008	Actual Output November 2008 – January 2009	Actual Output February 2009 – April 2009	TOTAL ACHIEVED
Information Provision through outreach.	234	670	244	109	370	444	2071
Information Provision through Walk-Inns	0	134	150	150	191	0	625
Career Guidance & Support	187	124	1780	70	64	1355	3580
CV Writing & Job Preparation	0	98	64	64	107	119	452
Youth Activities/Meetings	140	314	263	433	240	0	1390
Business Development, Support and exit opportunities	67	0	11	104	27	144	353

Having discussed the YAC report, the Annual Reports of Swartland Municipality as was mentioned in Chapter 3 will provide an overall performance of the YAC from 2006 to 2008.

4.3.2 Swartland Municipality's Annual Reports

Although the Annual Report contains data on Swartland Municipality as a whole and thus did not provide detailed data on the YAC, Chapter 5 of Swartland Municipality's Annual Report (59:2006-2007) highlights that as part of promoting sustainable local economic development "various skills training courses and career guidance projects were lodged at the Youth Advisory Centre (YAC) and Thusong Centers in the municipal area, to enhance economic empowerment. It further highlights that Swartland Municipality has achieved the target number of nine running youth programmes in the year 2006/2007.

In addition to the above, Chapter 5 of the Swartland Municipality's Annual Report (2007-2008:57) repeats that "various skills training courses and career guidance projects were lodged at the Youth Advisory Center and Thusong Centers in the municipal area, to enhance economic empowerment", but added that to promote youth development and corporate leadership, "with the aid of various sponsors, the 4th Sondeza-Youth camp was presented in December 2007. The camp accommodated approximately seventy five (75) youths from the West Coast area, Africa and Europe in an attempt to expose the local youth to other cultures to help them formulate future goals in line with the principles of New Economic Partnership for African Development (NEPAD)".

This chapter further notes that "youth development: access to economy is one key performance which aims to capacitate a targeted number of youth with study and employment". The researcher also found that the Swartland Municipality Annual report (2007-2008:75) highlights overachievement as the YAC programme exceeded the target of 500 by achieving 3406.

The YAC monthly reports and Swartland Municipality's Annual Report have provided data on what the YAC has done over a period of three years. However, chapter 3 of this

document prescribed that the researcher will also make use of semi-structured interviews as one of the instruments for data collection.

4.3.3 Semi-Structured Interviews

The researcher, in complying with the above, held semi-structured interviews with two YAC staff members and found that all targets that were planned by both the Swartland Municipality and Umsobomvu Youth Fund were achieved. The researcher was referred therefore to the quarterly reports to prove the achievements. In fact, the YAC staff members believed that they over-achieved their targets and that they have performed better than other units of the Swartland's Department of Development and other YAC programmes in the province. However, the researcher discovered that the YAC staff felt that the YAC was not well recognised by the colleagues and senior officials of Swartland Municipality.

Although the YAC achieved all its quarterly and annual targets, the YAC staff felt that the programme was not fully implemented due to the challenges such as lack of facilities and resources. The facilities which were referred to included transport, laptops; printers; and internet connection for the outreach officer and volunteers, and the resources included accommodation for the outreach services, and human resources.

These challenges had an impact on the implementation of the programme, for example, if the outreach officer has to visit one area she has to first check on the availability of transport and can only distribute application forms and come back on another day to collect the forms and process them online on the office. This had a negative impact on the programme as it delayed the turnaround time for the programme. As a result of these challenges the YAC staff members felt that seventy five (75) percent of the programme plans has been implemented.

A second semi-structured interview was held in September 2009 with the Senior Development officer and Director of Department of Development where it was discovered that again, the programme was not fully implemented as indicated in the semi-structured interview with YAC staff members for different reasons. These reasons included (i) absence of a systematic approach to ensure equal access to YAC services

in all Swartland areas; (ii) insufficient manpower and short staff employment contracts, (iii) inconsistency in programme funding and a short period of funding from Umsobomvu Youth Fund; and (iv) lack of commitment from the Municipality at the beginning stage of the programme. In addition, it was also mentioned that Umsobomvu Youth Fund needs to adjust the targets to suite the specific need of a Municipality.

It was again found that the YAC programme suffered significantly as a result of the challenges mentioned above. It confirmed that approximately seventy five percent (75) of the programme plans was implemented and all quarterly and annual targets were met.

4.4 Conclusion

This chapter was dedicated to presenting the data gathered as prescribed in chapter 3. This has been achieved through discussing the planned activities and achieved activities. This will therefore enable the researcher to carry out the research analysis and come up with findings in order to address the research objectives as stipulated in chapter 2 and 3 of the document.

CHAPTER 5: Data Analysis and Recommendations

5.1 Introduction

Across the Chapters of this study the research objectives have been mentioned to ensure consistency in the literature review; research methodology and instruments and research findings. It is therefore the purpose of this chapter to provide analysis of the data collected to ensure that research objectives are met, and then to provide recommendations. Guided by the research objectives, it is important to emphasise that the study is a processes evaluation study which aimed to identify to what extent the planned outputs correspond with actual outputs, in other words to identify if the planned outputs were achieved as planned.

5.2 Process Evaluation

Process evaluation as indicated in Chapter 2 and 3, verifies what the programme is, whether or not it is achieving its intended goals to the targeted recipients and is mainly to find answers on the evaluation questions listed in Chapter 3. This study has collected data which provides answers to these questions by analyzing the MoA between Swartland Municipality and Umsobomvu Youth Fund; Swartland Municipality's strategic plan; annual reports; YAC quarterly plans and reports. This was followed by semi-structured interviews with YAC staff members; the Senior Community Development officer and the Director Department of Development.

5.3 Summary of Data Found

The MoA provided the researcher with data which guides the YAC on what it should aim to achieve for the youth of Swartland in every quarter. In so doing the MoA identified eight (8) key outputs which are, Information Provision through outreach; Information Provision through walk-inns; Career Guidance & Support; CV Writing & Job Preparation; Youth Activities/Meetings; Business Development, Support and Exit Opportunities; Assist Beneficiaries in filling in SAY application forms and Market the YAC point

activities and increase profile within their service area. The MoA further provides targets for the YAC for each key output, for example it states that the programme should assist 1750 beneficiaries with information, 80 percent with career guidance; 50 percent with CV writing; 100 percent with SAY applications, and visits schools and NGOs and CBOs.

As alluded to in chapter three (3) the researcher had to make use of the Department of Development as part of the document analysis data collection instrument. However, it was found that there is no such document in the Department and as a result the Department referred the researcher to the YAC quarterly plans. Nevertheless the researcher found that the Swartland Municipality Annual Report (2007-2008:75) noted that the municipality was targeting 500 youth from the Swartland area to be capacitated with study and or employment opportunities.

In addition, the YAC quarterly reports were briefly discussed in Chapter 4 and the statistical data was provided in a table format to provide more detailed data on the planned activities of the YAC. For example the table provided that the YAC planned to provide information to 200 youth, 180 Career Guidance and Support; 150 Youth Activities and/or meetings and 70 Business Development, Support and Exit opportunities for the period starting from July 2006 to June 2007. Similarly, the table provides the actual outputs per target, for example, an actual output of 234 against a target of 200 has been reported.

Furthermore, in Chapter 4 of this document it is indicated that a semi-structured interview was held with YAC staff members to identify if the programme was implemented as planned. The YAC staff members alluded to the fact that the programme was not fully implemented as planned due to staff and resource challenges. This was acknowledged by the Senior Community Development Officer and the Director of the Department of Development during the semi-structured interviews. Having briefly discussed the instruments and the data found, the researcher had to carry out the analysis thereof to provide the meaning of the data.

The researcher will firstly analyse the YAC plans by comparing YAC planned targets for each key output according to the YAC's planning periods. This will enable the researcher to identify how many beneficiaries were targeted for each key output as per the YAC's

planning period; the YAC's prioritization pattern and the overall total number of beneficiaries the YAC planned to serve from June 2006 to April 2009.

5.4 Analysis of Data

5.4.1 Analysis Of YAC Plans

In providing the analysis of data provided by the MoA, the researcher found that information should be provided to the beneficiaries, 80 percent beneficiaries should have developed their career or their personal development plans, 50 percent beneficiaries should have been provided with further support which includes CV writing and referral to exit opportunities such as employment and learnerships. In addition the MoA expected the YAC to assist the youth in completing the SAY application form, and to establish partnerships with organizations such as schools, churches and non-governmental organizations.

In addition, the statistics on what the YAC planned to do have been presented in the table format as provided in Chapter four. These statistics indicated that the YAC planned for the period starting from July 2006 to June 2007 to provide information to 200 youth; career guidance and support to 180; business development support and exit opportunities to 70, with no planned assistance with regard to CV writing and job preparation.

From August 2007 to December 2007 the YAC aimed to provide information to 500 youth through outreach and 150 through walk-inns, planned to provide career guidance and support to 150 youth, assistance to 100 youth in CV writing and job preparation, and aimed to attend 350 youth meetings or activities with no target for business development support and exit opportunities.

Furthermore, for the period January 2008 to March 2008, it was planned to provide information to 350 youth through outreach, and 181 through walk-inns. This period marked the sudden increase of assistance in business development and exit opportunities to reach the target of 150 for the first time when compared to other periods, for example August 2007 to December 2007.

The period starting from July 2008 to October 2008 aimed for information provision through outreach; career guidance support; assistance in CV writing and job preparation; youth activities or meetings and business development support and exit opportunities were the same as the above period, However, there was an increase in the target for information provision through walk-ins from 181 to 194. These activities were sustained from November 2008 to January 2009. The target for the information provision decreased from 194 in the previous periods to 150.

The period from February 2009 to April 2009 illustrated a difference between planned targets and real outputs when compared with other periods. This is marked by the vast increase in information provision through outreach from 350 to 750; career guidance from 150 to 250; assistance in CV writing and job preparation from 100 to 250; and support on business development and exit opportunities from 150 to 500. However, there was a decrease in the target on information provision through walk-ins from 150 to 0; and on youth activities and meetings.

The fact that the planned targets for key outputs vary according to the YAC planning periods, a conclusion can be made that the YAC reprioritised its outputs. This is illustrated by the increase in targets for some outputs over others. Therefore not all planned targets remained the same as the needs of the people changed from time to time.

In addition, when comparing the year 2006/07 and the year 2007/08, it has been found that there was an increase in all the planned targets for each output. For example information provision through walk-ins increased from 150 in 2006/07 to 525 in the 2007/08 year; career guidance and support increased from 330 to 450; assistance in CV writing and job opportunities from 100 to 300; youth activities and meetings increased from 500 to 1050; and support on business development and exit opportunities from 70 to 450. This excludes the information provision through outreach key output which kept its target on 750 for both years. This in summary, led to the increase in the total of targeted beneficiaries by the YAC from 1850 in the year 2006/07 to 3475 in the year 2007/08.

Furthermore, from July 2006 to April 2009 the analysis shows that the YAC aimed to provide information to 2500 beneficiaries through outreach and 675 beneficiaries through walk-ins. It also planned to provide career guidance and support to 1030 beneficiaries; assistance in CV writing and job preparation to 650 beneficiaries; support on business development and exit opportunities to 1020 beneficiaries and to organize or participate in 1550 youth activities and meetings.

Therefore the YAC was supposed to provide its service in total to 5875 beneficiaries from 2006 to the beginning of the year 2009. This number will be compared with what the YAC has achieved, in other words, the number of beneficiaries the YAC was supposed to serve has to be compared with the number of beneficiaries the YAC has served.

In order to identify what the YAC has achieved in relation to what it has planned, Chapters 3 and 4 agreed that the YAC's quarterly reports; Swartland Municipality's Annual Report; Semi-structured interviews with YAC staff members; the Senior Community Development Officer; the Director: Department of Development; as well as the IDP Manager and the Municipal Manager would be utilized. However, Chapter 4 highlighted challenges experienced by the researcher which led the researcher to utilize the Swartland Municipality Annual Reports; and semi-structured interviews were conducted with YAC staff members, the Senior Community Development officer and the Director Department of Development only. Chapter four also provided a narrative of what the YAC has achieved from June 2006 to April 2009, and presented more detailed information in the table format.

5.4.2 Analysis Of YAC Reports

Chapter 4 highlights that during the period starting from July 2006 to June 2007 the YAC provided information through outreach to 234 youth; career guidance and support to 187 youth; support in business development and exit opportunities to 67 youth and participation in 140 youth meetings and activities. It also recorded 0 actual output on assistance with CV writing and job preparation, and information provision through walk-ins key output.

During the period August 2007 to December 2007 the YAC increased the provision of information through outreach from 234 to 670 and youth activities and meetings from 140 to 314. Unlike in the previous period, the YAC for this period provided information through walk-ins to 134 beneficiaries, and assistance in CV writing and job preparation to 98. It did not carry out any support on business development and exit opportunities.

Furthermore the YAC made a significant achievement by increasing the number of beneficiaries supported with career guidance and support from 187 and 124 during the previous periods to 1780, followed by an increase in assistance in business development and exit opportunities from 0 to 11 and the provision of information to youth through walk-ins from 134 to 150. However, the YAC performance dropped in assistance in CV writing and job preparation from 98 to 64; and in participation in youth meetings and activities from 314 to 263 when compared with the previous reporting period. The YAC drastically dropped its performance from 670 during the previous reporting period to 244.

Although the YAC in the period starting from July 2008 to October 2008 had a constant performance in some of the key outputs, it dropped its performance in information provision through outreach from 234; 670; and 244 of the previous periods to 109. Similarly to that the YAC achieved a target of only 70 in the career guidance and support key output which is the lowest when compared with previous reporting periods. However the YAC increased its performance more than the other previous reporting periods in attending youth activities and meetings, and in business development support and exit opportunities key outputs.

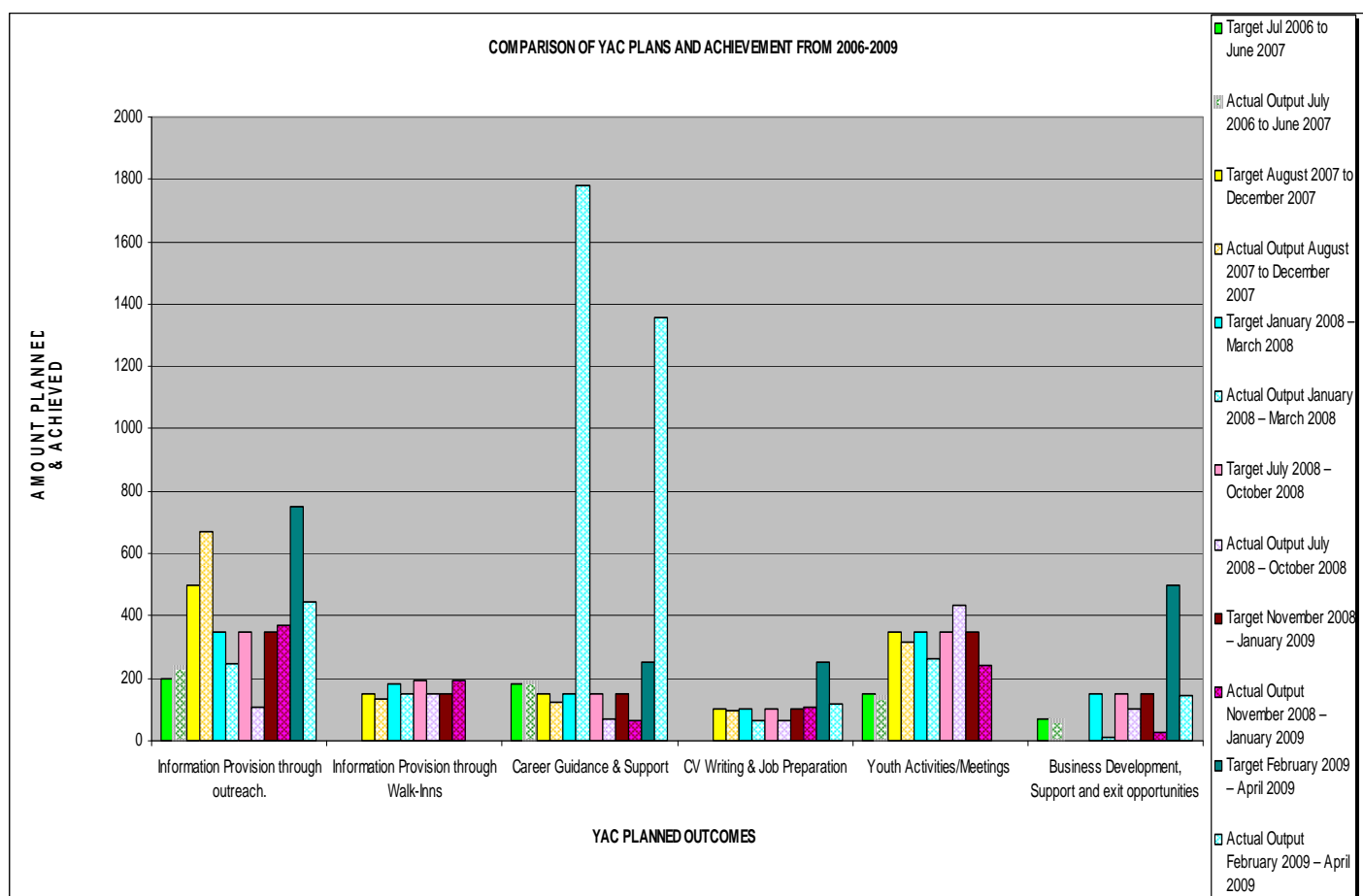
From November 2008 to January 2009 the YAC increased its performance from 109 during the previous reporting period to 370 in providing information through outreach, and from 150 to 191 through walk-ins, the YAC dropped its performance in providing career guidance and support from to 64 which is the lowest when compared with all other periods. A drop in performance is also seen in the YAC's attendance in youth activities and meetings; and in business development support and exit opportunities key outputs.

Lastly, from February 2009 to April 2009 the YAC increased its performance in three key outputs, namely, information provision through outreach; career guidance and support and CV writing and job preparation. The YAC achieved a target of 444 in information provision through outreach compared to 370 during the previous reporting period; 119 in CV writing and job preparation; and 1355 in career guidance and support which exceeds all the other previous reporting periods. A similar situation applies to the business development support and exit opportunities key output where the YAC achieved a target of 144 which is the highest of all other previous reporting periods. However, the YAC reported 0 achievements in information provision through walk-ins, and in youth activities and meetings key outputs.

The comparison of the YAC's achieved outputs according to different reporting periods highlights that although the YAC's performance varies from period to period, it generally increases as the programme ages. This comparison also assists in identifying how many beneficiaries benefited from each key output, and to come up with the total number of beneficiaries benefited from the programme from July 2006 to April 2009. However, to carry out this comparison alone will not achieve the research objective prescribed in chapter one of providing an analysis on whether the outputs are achieved according to plans. Therefore a comparison between the planned outputs with achieved outputs will contribute to achieving this research objective.

5.4.3 Comparison of Planned Output with Actual Output

In comparing the planned output with the achieved output, firstly each achieved output is compared with the target of each key output as indicated in the graph below, after which a good or poor performance will be identified.



Starting with the first reporting period which is July 2006 to June 2007, the YAC exceeded its planned target of 200 in providing information through outreach by reaching an actual output of 234; as well as in providing career guidance and support to 180 beneficiaries instead of 187. However this was accompanied by an under achievement on support on business development and exit opportunities where the YAC was supposed to support 70 youth but it supported 67, and on participating in youth activities and meetings by only achieving 140 instead of 150. Therefore the YAC achieved the targets of two out of six outputs, under achieved two and did not have a planned targets and actual output for the other two key outputs, namely, information provision through walk-ins, and CV writing and job preparation.

Furthermore, in the second reporting period starting from August 2007 to December 2007, the YAC exceeded the target of 500 by providing the information through outreach to 670 beneficiaries, but failed to meet the target of providing information through walk-

ins to 150 beneficiaries; providing career guidance and support to 150; assisted 100 youth in CV writing and job preparation; and participated in 350 youth activities and meetings as planned. Therefore the YAC in this reporting period met its planned target in only one key output, did have planned target in one, and under performed in four key outputs.

This under performance continued over to the next reporting period starting from January 2008 to March 2008, where the YAC only managed to achieve the target of providing career guidance and support to 1780 beneficiaries, but under achieved the target of providing information through outreach to 350 beneficiaries, 150 through walk-ins; assisting 100 beneficiaries in writing CV and job preparation; supporting 150 in business development and exit opportunities; and participation in 350 youth activities and meetings.

Similarly, the YAC under achieved against all its targets in the period beginning July 2008 to October 2008 except in one key output where it participated in 433 youth meetings and activities and thus exceeded a target of 350. However, this underperformance was partly improved in the reporting period starting from November 2008 to January 2009 as the YAC managed to meet the target of providing information through outreach to 370 youth to exceed the target of 350; and through walk-ins to 191 beneficiaries to exceed the target of 150. In addition, the YAC also exceeded their target of providing assistance to 100 beneficiaries by assisting 107 beneficiaries in this regard. Conversely, it underperformed on the other three outcomes, namely, career guidance and support; support on business development and exit opportunities; and participation in youth activities and meetings. This indicates the improvement of the YAC's performance when compared to the previous quarters as the YAC in this quarter met the targets of the three key outputs but underperformed in the other three quarters.

However the YAC performance returned back to the status of the previous reporting periods such as January 2008 to March 2008, and July 2008 to October 2008 where it only managed to achieve one target. In this reporting period starting from February 2009 to April 2009, the YAC significantly over achieved its planned target of 250 by providing career guidance and support to 1355 youth in the Swartland area.

In summary, out of the total 36 performance targets, the YAC achieved 9, underachieved 22, and did not have targets and actual outputs on 5. In percentage term this means that the YAC achieved 25 percent of its targets, under achieved 61 percent of its targets and did not have targets and actual outputs on 13 percent.

In comparing the total targets against the total actual outputs, the YAC in the provision of information through outreach, achieved 2071 instead of 2500. This was followed by the under achievement of 625 against the target of 675 on providing information through walk-ins. In addition, the YAC was supposed to assist 650 youth in CV writing but assisted 452; provide support with business development and exit opportunities to 1020 beneficiaries but supported 353, participate in 1550 youth meetings and activities but managed to participate in 1390. However the YAC managed to provide career guidance and support to 3580 to exceed the target of 1030.

In actual fact, as from July 2006 to April 2009 the YAC generally performed well on providing career guidance and support but under performed on the other key outputs. However in general, although it did not meet most of its targets in other key outputs, there was no big difference between the target and the actual outputs. For example, in the information provision through outreach the YAC achieved 2071 instead of 2500; in information provision through walk-ins it achieved 625 instead of 675; assistance in CV writing and job preparation achieved 452 instead of 650 and participating in youth activities achieved 1390 instead of 1550. But the YAC significantly underperformed on support in business development and exit opportunities, where it was supposed to meet the target of 1020 but only supported 353.

Furthermore, when summing up the total number of beneficiaries the YAC was supposed to serve and compare with the total number of youth served by the programme. It has been found that from July 2006 to April 2009 the YAC was supposed to serve 7425 youth from the Swartland area, and it exceeded this total number as it managed to serve 8471 beneficiaries.

In addition to the YAC reports analysed above, Swartland Municipality's Annual Report (2006-2007) was also used to gather data, but the information found did not specifically discuss the YAC's performance in detail. For example, it did not provide the annual

performance targets for the YAC. However Swartland Municipality's Annual Report 2007-2008 provided that the YAC was supposed to capacitate 500 youth with study and employment in the 2007/08 financial year and it has exceeded that target by capacitating 3406 youth. However it is not clear whether this key output is reported under career guidance and support on the YAC plans.

Furthermore, according to the semi-structured interviews held with the two YAC staff members which was briefly discussed in Chapter 4, the YAC met all its targets and it performed better than other units of Swartland Municipality in the Department of Development and other YAC Centers in the province where some of them had to closed down. To prove this, the YAC staff members referred the researcher to the YAC plans and reports submitted. However, the comparison of the YAC plans and reports does not portray the same. It was also highlighted that the programme was not fully implemented due to challenges that include lack of resources and facilities. As a result only 75 percent of the programme was implemented.

This was supported by the Senior Community Development Officer and the Director for the Department of Development during semi-structured interviews which were specifically held with them. But the reasons for implementing 75 percent of the programme were different to the ones mentioned by the YAC staff. For example, (i) absence of systematic approach to ensure equal access of YAC services in all Swartland areas; (ii) insufficient manpower and short employment contracts, (iii) inconsistency in programme funding and short period of funding from Umsobomvu Youth Fund; and lack of commitment from the Municipality at the beginning stage of the programme were found as the reasons for the programme not being fully implemented. This was accompanied by the need for Umsobomvu Youth Fund to find a manner of designing targets that are aligned with the needs of a Municipal area. Besides these challenges, during this semi-structured interview it was also confirmed that the YAC was performing well.

An analysis has been provided on what the YAC planned to achieve and what the YAC achieved in order to provide answers on process evaluation questions mentioned in chapter three. It can be repeated that the YAC planned to provide information to 2500 youth through outreach and 675 through walk-ins; career guidance and support to 1030;

assist 650 youth in CV writing; support 1020 youth in business development and exit opportunities; and participate in 1550 youth meetings and activities. However it managed to provide information to 2071 youth through outreach, and 625 through walk-ins; career guidance and support to 3580; assistance to 452 youth in writing CV and job preparation; support in business development and exit opportunities to 353 youth; and participated on 1390 youth activities and meetings. This brings the researcher to present the summary of research findings.

5.5 Summary of Research Findings

Firstly, the research has found that there are different targets set by the MoA between Swartland Municipality and Umsobomvu Youth; the Swartland Municipality Annual Report, and the YAC monthly plans.

This has been evident as the MoA provided that the YAC has to disseminate information to 750 youth through walk-ins, and to 1000 youth through outreach per quarter, while the YAC monthly plans indicate that from the period starting from July 2006 to June 2007 the YAC was supposed to provide information to 200 youth through outreach only, and the Swartland Annual Report does not mention this output at all. This highlights that different documents of the YAC and Swartland Municipality are not corresponding with each other.

Secondly, the YAC staff members and Senior Staff Members from Swartland Municipality have the same view with regards to the YAC performance; however the YAC plans and reports show a different picture. For instance, substantiation can be found when the two YAC staff members and Senior Staff members from Swartland Municipality vouched that the YAC has achieved all its targets and has performed well, while the analysis on the YAC plans and reports carried out above depicts that the YAC has not achieved most of its targets.

Thirdly, before discussing the YAC plans and reports, the manner in which the information is categorized in these documents is not properly aligned. For example what is called the quarterly YAC plans, in narrative explains the YAC by each month of the quarter, while in the table format the data contained is for approximately a year period.

This makes it difficult to compare what was achieved against what was planned for each month and or quarter.

In the fourth instance, it has been found that the YAC did not meet most of its planned targets, and this contradicts the statement of YAC staff members and some Senior Staff members from Swartland Municipality. However, in general the YAC has managed to meet the total target population to be served as indicated by the YAC plans.

This has been evident by the figures provided in the table in Chapter four, and by the graph analyzed in chapter five. For example the YAC did not meet the total target on providing information to the youth; assisting the youth in CV writing and preparation; supporting youth in business development and exit opportunities, and participating in youth activities and meetings, while the table provided in chapter four on the YAC achievements found that in total the YAC has met its total target population.

In the fifth instance, although the YAC did not meet most of its targets, there is not a big difference between the planned outputs and the actual outputs. For example in the information provision through outreach, the YAC achieved 2071 instead of 2500; in information provision through walk-ins it achieved 625 instead of 675. This might justify the reasons for the views of YAC staff members and some senior staff members from Swartland Municipality that the programme is 75 percent implemented.

5.6 Research Recommendations

The five key points above led to the following recommendations:

- There should be better planning mechanisms which will involve all the relevant stakeholders to set up performance standards for the YAC;
- Integrated performance standards will also lead to the establishment of better planning and reporting systems which include standardized templates that will ensure better alignment of plans with reports;
- There should be a uniformed manner of reporting to ensure that what is reported on, gets consolidated on a monthly basis to quarterly and annual reports;

- Amongst other efforts, the above will also contribute to ensure that YAC staff members and other stakeholders are correctly aware of the progress of the YAC, and that will result in improvement in YAC performance.
- In addition the YAC has to improve its performance, especially in supporting the youth in business development and exit opportunities.

5.7 Research Conclusion

The research findings and recommendation provided above managed to determine the planned and the achieved outputs for the Youth Advisory Centre in Swartland Municipality which was the objective of this study. This enabled the researcher to provide an analysis of whether the outputs were achieved according to the plans. Therefore a conclusion can be made that the YAC has carried out its activities in an effort to achieve the planned outputs, but failed to meet some targets set.

This conclusion is reached based on the information provided, although the researcher faced shortcomings mentioned in chapter one and four, namely

- Not all YAC plans and reports could be found due to the computer crash;
- The Municipal Manager did not attend the semi-structured interviews; and
- The Municipality had appointed a new IDP manager who was not yet familiar with the YAC.

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